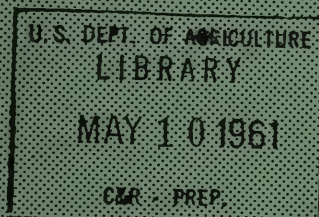


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AT THE UNIVERSITY OF MASSACHUSETTS, AMHERST

TRAINING IN ADMINISTRATIVE MANAGEMENT INSTITUTE

JULY 27—AUGUST 6, 1959

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PROGRAM

THIRD TAM (TRAINING IN ADMINISTRATIVE MANAGEMENT) INSTITUTE

UNIVERSITY OF MASSACHUSETTS, AMHERST

July 27-August 6, 1959

First Week

Monday, July 27

Morning Session - 8:30-12:00

Introductions and Announcements

Leslie C. Kimball
State Administrative Officer
ASC (CSS) USDA
Amherst, Massachusetts

Welcome

Lloyd H. Davis
Associate Director
Extension Service
University of Massachusetts

Objectives and Background of
TAM Institutes

John P. Haughey, Director
Pers. Mgt. Div., CSS, USDA
Washington, D. C.

How the Institute Will be
Conducted

Woodson W. Fishback
Institute Director, Pers., USDA
Washington, D. C.

Afternoon Session - 1:00-4:30

Getting Acquainted with Each
Other and the Work of Our
Agencies

All Participants

Organizing for Action

Committee Assignments

Reviewing Our Objectives
and Responsibilities

All Participants in Work Groups

Feed-back Session

Group Spokesmen

Tuesday, July 28
Morning Session - 8:30-12:00

Broader Understanding of USDA
 (Session I)--
 Emphasis on USDA Functions
 and How They are Integrated

Departmental Level Panel, Wash., D.C.
 Moderator:
 Ernest C. Betts, Jr., Dir., Pers.
 Members:
 Joseph P. Loftus, Director, OAM
 Richard E. McArdle, Chief, FS
 Byron T. Shaw, Administrator, ARS

Discussion Period

Participants and Panel

Afternoon Session - 1:00-4:30

Leadership Development in
 Public Affairs

Robert J. Blakely
 Vice-President
 The Fund for Adult Education
 White Plains, New York

Problem Clinic on Leadership
 Development (Problems We Face)

Group Study

Library Hour

All Participants

Wednesday, July 29
Morning Session - 8:30-12:00

Broader Understanding of USDA
 (Session II)--
 Emphasis on USDA Programs in
 Relation to Staff Functions

Same Panel Members as in Session I
 on Tuesday, July 28

Discussion Period

Participants and Panel

Final Comments

Ernest C. Betts, Jr.

Afternoon Session - 1:00-4:30

Fundamentals of Management

Henry G. Herrell
 Asst. Adm. for Mgt., AMS, USDA
 Washington, D. C.

Discussion Period

All Participants

Work Session on Management Problems

All Participants

Selected Films

Film Committee

Thursday, July 30
Morning Session - 8:30-12:00

Promoting Professional Stature
 in Public Service

John W. Macy, Jr.
 Executive Vice-President
 Wesleyan University
 Middletown, Connecticut

Question Period

All Participants

Afternoon Session - 1:00-4:30

Communications in Relation
 to Management

State of Massachusetts Extension
 Service Communications Train-
 ing Team--
 Gilbert E. Mottla and
 Woodbridge B. Brown
 Department of Agricultural
 Communications
 University of Massachusetts

Brief Demonstrations and Exercises

All Participants

Discussion of Problems in
 Communications

Gilbert E. Mottla

Friday, July 31
Morning Session - 8:30-12:00

Training Through Management
 Workshops

Woodson W. Fishback

Getting, Developing, and
 Retaining Administrators

Marshall E. Dimock
 All-University Head, Dept. of Govt.
 New York University

Afternoon Session - 1:00-4:30

Session on Administrative
 Leadership (Continued)

Marshall E. Dimock

Question Period

All Participants

Special Assignment:
 Planning a Workshop

Work Groups

Examining Our Accomplishments
 (Evaluation Period)

Albert T. Greatorex
 Training Officer, ARS, USDA
 Beltsville, Maryland

Saturday, August 1

Worcester County Farmers'
Field Day

Leslie C. Kimball in Charge of
Field Trip Arrangements

Suggested Leaving Time - 9:00 a.m.

Suggested Returning Time - 4:00 p.m.

Second WeekMonday, August 3Morning Session - 8:30-12:00

Strengthening Our Human Relations
in Management

Carroll L. Shartle
Professor of Psychology
Ohio State University

Question Period

All Participants

Supervisory Problems Clinic

Study Groups

Afternoon Session - 1:00-4:30

Management Controls

Charles L. Grant
Director, B&F, USDA
Washington, D. C.

Discussion Period

All Participants

Selected Films

Film Committee

Tuesday, August 4Morning Session - 8:30-12:00

An Interpretation of Creativity
in Relation to Management

Albert T. Greateorex

Health Matters in Management

Melvin T. Johnson, M. D.
Health Division, Pers., USDA
Washington, D. C.

Tuesday, August 4 (cont'd)
Afternoon Session - 1:00-4:30

Decision Making	Edward H. Steinberg Asst. to the Asst. Adm. (Ops.) FHA, USDA Washington, D. C.
Applying the Process	Work Groups
Reports and Critique of Process	Group Reporters

Wednesday, August 5
Morning Session - 8:30-12:00

The General Manager	Ralph S. Roberts Adm. Asst. Secy. Office of the Secretary, USDA Washington, D. C.
Discussion Period	All Participants

Afternoon Session - 1:00-4:30

The USDA and The Public	R. Lyle Webster Director, Inf., USDA Washington, D. C.
Discussion Period	All Participants
Discussion of Problems which the USDA is expected to Face in the Future	Ralph S. Roberts

Thursday, August 6
Morning Session - 8:30-12:00

The Organization and Development of Management Workshops - Two Plans	Spokesmen from Two State Groups
Critique of Each Plan	All Participants

Thursday, August 6 (cont'd)
Afternoon Session - 1:00-4:30

Evaluating the Institute and Making Recommendations for Future Institutes	William C. Laxton Director, Pers. Div., AMS, USDA Washington, D. C.
Distribution of Institute Proceedings	Chairman, Editorial Committee
Presentation of Certificates	Woodson W. Fishback
Closing Remarks	Committee Chairmen and Local Manager



PARTICIPANTS ATTENDING THE INSTITUTE

- | | | |
|-------------------------------|----------------------------------|--------------------------------|
| 1. H. Sidney Vaughan, ES | 15. William J. Jones, AMS | 29. Richard Vanderhoof, CSS |
| 2. R. E. Vance, F.S. | 16. Harvey Seeley, FS | 30. Robert A. Van Order, FHA |
| 3. George F. Gruschow, FS | 17. Mervin J. Kassube, FCIC | 31. Martin T. Ekovich, SCS |
| 4. Chester J. Tyson, Jr., FHA | 18. E. J. Wilson, ARS | 32. C. L. Hendee, ARS |
| 5. C. Cope Famous, ARS | 19. Arthur R. Thiele, ARS | 33. Donald M. McArthur, SCS |
| 6. Woodson W. Fishback, USDA | 20. John L. Arend, FS | 34. Henry G. Herrell, AMS |
| 7. R. D. Williams, AMS | 21. Leslie C. Kimball, ASC (CSS) | 35. Albert T. Greatorex, ARS |
| 8. W. W. Bird, ARS | 22. Arthur J. Nastre, CSS | 36. W. C. Ferrall, ARS |
| 9. W. S. Davis, AMS | 23. W. C. Laxton, AMS | 37. Richard E. McArdle, FS |
| 10. George J. Brownell, CSS | 24. Rex D. Butler, AMS | 38. Hugh James, FHA |
| 11. Harold L. Geick, ARS | 25. George H. Axinn, ES | 39. Harold O. Nichols, CSS |
| 12. Joseph P. Loftus, OAM | 26. Clarence O. Finch, ARS | 40. Clarence P. Hott, CSS |
| 13. James M. Koepper, AMS | 27. Robert E. Quilliam, SCS | 41. Byron T. Shaw, ARS |
| 14. Roy Tipton, CEA | 28. H. D. Bradley, SCS | 42. Ernest C. Betts, Jr., USDA |
| | | 43. J. L. Barrick, SCS |
| | | 44. Robert C. Ziepol, OGC |



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III. FOREWORD

Administration of Government Programs is by its very nature an exceedingly complex and complicated undertaking. Recognizing the need for improvement in the management of the far-reaching activities of the U. S. Department of Agriculture, a committee appointed by the Secretary planned, tested, and carried out the Training in Administrative Management Program. The program was designed to develop practical ways of assisting field officials to better orient themselves to their administrative duties, to the Department's organization and policies and to the operating problems of other U.S.D.A. agencies.

Five pilot management workshops, three in Washington, D.C., and one each in Philadelphia and Chicago were held from 1948 through 1950 and after careful study and analysis the Secretary's Committee recommended, planned and conducted two TAM Institutes, one in Denver, Colorado (1951) and one in Atlanta, Georgia (1952). Due to the major reorganization of the Department in 1953, the TAM Institutes were temporarily suspended and were not resumed until 1957 at which time two Institutes were authorized by the Secretary's Management Improvement Committee. The first of that series was held at Kansas City, Missouri (1957) and one at Minneapolis, Minnesota, (1958).

On July 1, 1958 the Secretary's Management Improvement Committee approved four more Institutes to be held during the following 12-18 months. Two of these Institutes were held at Santa Barbara, California and Athens, Georgia. The Amherst Institute is the third of this series.

The objectives of the Amherst Institute are to help the select personnel participating (1) to further develop the management attitudes, skills and abilities they presently possess, (2) to gain a broader understanding of the Department's Agencies, programs and activities and (3) to develop plans and procedures for conducting one-week management workshops for middle management personnel.

This booklet summarizes the proceedings of the TAM Institute held at the University of Massachusetts, July 26-August 6, 1959. The grouping of summary reports is by broad subject matter areas consistent with the three basic objectives of the Institute rather than by the day-to-day program outline.

We sincerely believe that the knowledge and training gained by those in attendance at the Amherst Institute will reap many benefits for the Department and its Agencies in the form of increased efficiency in the management of programs of the Department and in improved utilization of men, money and materials.

IV. INTRODUCTORY SESSION

Lloyd H. Davis
Associate Director of Extension
University of Massachusetts

Mr. Davis, a native of Tennessee, received his Ph.D. at Cornell University in 1951. He served as an assistant County Agent in Wyoming County, N. Y. (1946) and later taught public speaking and agricultural economics at Cornell University (1946-1956). He also served as Chief, Fruit and Vegetable Marketing and Utilization Branch, Federal Extension Service, Washington, D. C. (1946-1959). His present position is Associate Director of Extension, University of Massachusetts, Amherst.

John P. Haughey
Director, Pers. Mgt. Div., CSS, USDA
Washington, D. C.

Mr. Haughey entered USDA as Junior Messenger, Agricultural Adjustment Administration in (1933), worked in clerical capacities for AAA and the Office of the Solicitor (1934-38), became Assistant Chief of the Administrative Services Division, AAA (1939), Assistant Chief, Division of Personnel Management, AAA (1942). Also in 1942 he earned his A.B. at George Washington University and attended GWU School of Law and American University. Since 1951 he has served as Director, Personnel Management Division, PMA and CSS.



Lloyd H. Davis



John P. Haughey

Leslie C. Kimball

State Administrative Officer, Massachusetts State
Agricultural Stabilization and Conservation Office

Mr. Kimball was educated at the University of Massachusetts. He has been in federal service since 1936. He was Program Specialist, New Jersey State Agricultural Stabilization and Conservation Office, from 1950 to 1957. His present position is State Administrative Officer, Massachusetts State Agricultural Stabilization and Conservation Office.

Mr. Woodson W. Fishback, Personnel Development Officer, Office of
Personnel, USDA, Washington, D.C.

A native of Napoleon, Missouri, Mr. Fishback received his B.S. and M.A. degrees from the University of Missouri, and a Ph.D. in Educational Administration from the University of Chicago. He was a public school administrator in Missouri for 13 years, a professor of Educational Administration in Southern Illinois University, and a research consultant for International Harvester. In 1957 he joined the Federal Extension Service, Division of Research and Training as an education specialist where he remained until May, 1958 when he transferred to the USDA Office of Personnel where he presently is serving as Personnel Development Officer.



Leslie C. Kimball



Woodson W. Fishback

Introductory Session

Speakers: Lloyd H. Davis, Associate Director, Extension Service,
University of Massachusetts, Amherst, Massachusetts
Woodson W. Fishback, Institute Director, Office of Personnel,
USDA, Washington, D. C.
John P. Haughey, Director, Personnel Management Division,
USDA-CSS, Washington, D. C.
Leslie C. Kimball, State Administrative Officer,
Massachusetts State ASC Office, Amherst, Massachusetts

The third TAM Institute of the present series got underway at 8:30 A.M. on July 27, 1959 in the Van Meter House on the Campus of the University of Massachusetts. Mr. Leslie C. Kimball, State Administrative Officer for the Massachusetts State Agricultural Stabilization and Conservation Committee was the presiding officer for the morning session. Mr. Kimball, who is serving as local manager for the Amherst TAM Institute, performing with dispatch the unending chores and details, opened the Institute by having all persons in attendance introduce themselves and the agencies they represented. He then briefly outlined for the group information relative to facilities available for use by the group and briefly reviewed committee assignments.

Mr. Kimball introduced Dr. Lloyd H. Davis, Associate Director, Extension Service, University of Massachusetts at Amherst. Dr. Davis welcomed the group to the campus. In his address Dr. Davis pointed out the many similar problems which face all the agencies of the Department, and stressed the necessity for the efficient management of public funds. He also outlined for the Institute how the various programs of the Extension Service are carried out in the Commonwealth of Massachusetts and the problems faced by the service in an urbanized State in which an unusually small percentage of the total population is actively engaged in agriculture.

Mr. Kimball introduced the next speaker of the morning, Mr. John P. Haughey, Director, Personnel Management Division, USDA, Commodity Stabilization Service, Washington, D.C. Mr. Haughey discussed the objectives and background of TAM Institutes from the beginning of the pilot workshop operations in 1948 up to the current Institute. He summarized the objectives into three broad steps-- (1) To give a higher degree of appreciation of management skills by providing the proper climate for administrative employees to acquire some of the basic fundamentals and to improve their present skills and abilities in public administration; (2) To increase the working relationships and understanding between agencies of this Department and (3) To develop plans and procedures for conducting one-week workshops by those attending the Institutes when they return to their home stations.

Mr. Kimball next introduced Woodson W. Fishback, Institute Director, Office of Personnel, USDA, Washington, D.C. Dr. Fishback, Director of the Amherst Institute, informed the group as to what would be expected of them as the Institute progressed. He touched on the three basic objectives of the Institute which Mr. Haughey had covered in his address and pointed out that during the Institute each of us would play the role of observer, contributor, questioner, leader, reporter and evaluator.

Mr. Harold Durgin, Conference Coordinator of the University, was also introduced and gave general information on facilities and services available on the campus and in Amherst.

Summarizers: George J. Brownell, Robert C. Ziepolz

Afternoon Session

After lunch the Institute was called to order by Mr. C. Cope Famous, Regional Personnel Officer, ARS Eastern Regional Business Office, Fort Washington, Pennsylvania, who was the presiding officer for the afternoon session.

The entire afternoon was spent getting acquainted with each other and the work of the various agencies of USDA represented at the Institute. Before adjourning for the day, members of the Advisory, Editorial, Evaluation, Library, Recreation and Social, and Visual Aids Committees met and selected a chairman for their respective committees and formulated their plans for action.

Summarizers: J. L. Barrick, R. E. Vance

V. TOWARD A BROADER UNDERSTANDING OF USDA

Mr. Ernest C. Betts, Jr., Director of Personnel, U. S. Department of Agriculture, Washington 25, D. C.

A graduate of Platteville, Wisconsin, State Teachers College and the Vernon County Normal School, Viroqua, Wisconsin, Mr. Betts has been a teacher and principal in Wisconsin rural schools. He held various administrative posts with the Soil Conservation Service; USDA Office of Budget and Finance; the USDA Library; the Department of State, Division of Budget; the U.S. Embassy, Beirut, Lebanon; and the Technical Cooperation Administration. In 1953 he served as an assistant to Secretary Benson, and became Director of Personnel of the USDA on December 2, 1956.



Dr. Byron T. Shaw, Administrator, Agricultural Research Service.
U.S. Department of Agriculture

Dr. Shaw, a native of Utah, received his education at Utah State University, the University of Southern California, and Ohio State University. He joined the U.S. Department of Agriculture as a senior agronomist in 1943 and in 1952 became Administrator of the Agricultural Research Service. He received the Department's Distinguished Service Award in 1955, and has represented the U.S. on a number of foreign assignments.



Mr. Joseph P. Loftus, Director, Office of Administrative Management,
U.S. Department of Agriculture, Washington, D.C.

Mr. Loftus graduated from St. Mary's College, Kansas, in 1925 and entered the Federal service in 1936. Since that time he has been employed by the General Accounting Office, the Social Security Board, and the Office of Budget and Finance in the Department of Agriculture. Mr. Loftus received a Superior Service Award from the Department in 1956. He has served as the Director of the Office of Administrative Management since February 26, 1958.



Mr. Richard E. McArdle, Chief, Forest Service, U. S. Department of Agriculture, Washington, D. C.

Mr. McArdle attended the University of Michigan where he received a B.S., M.S., and Ph.D. He began work in the Forest Service as a Junior Forester in 1924 and was promoted to every Civil Service research grade. He has been Dean of the School of Forestry, University of Idaho; Director of the Rocky Mountain Forest & Range Experimental Station, Fort Collins, Colorado; and held the same position in Asheville, North Carolina. He has received many honors, including the USDA Distinguished Service Award. He has held his present position of Chief of the Forest Service, USDA, since 1952.



R. Lyle Webster, Director of Information, U.S. Department of Agriculture, Washington, D. C.

A native of North Dakota, Mr. Webster is a graduate of the University of North Dakota, earned his Master's Degree from the Pulitzer School of Journalism, Columbia University, and a Ph.D. in Public Administration from American University. He was a newspaperman in North Dakota before joining the Department in 1931 in the Press Service of the Office of Information. He has served in his present position since 1951.



Topic: Broader Understanding of USDA - Session I

Panel Discussion

Moderator: Ernest C. Betts, Jr., Director of Personnel, USDA

The subject of USDA functions was introduced by passing out a list of questions on responsibilities of the various agencies and each participant was asked to take the test.

The USDA operates in 50 states and 35 countries. Employees total nearly 100,000. Adding county committees, and others at the local level, increases the total number of employees to nearly 175,000, located in some 10,000 offices.

Subject: Organization of the Department

Speaker: Joseph P. Loftus, Director, OAM

Summary of Talk:

Before the Federal Government manifested a direct interest in agriculture, private citizens organized local societies or clubs to promote agriculture. Such groups were formed in Philadelphia - 1785, South Carolina - 1785, Maine - 1787, New York - 1791, and Massachusetts - 1792. Farm magazines began with the publications of these societies with papers read and circulated among the members. In different parts of the country local groups organized fairs to show off fine animals and superior plants bred and grown locally. The first of these originated right here in Massachusetts in the Berkshires, at Pittsfield, about 1810.

American agriculture is our largest industry, the one employing the most workers, with the largest single capital investment and the greatest gross value for its investment.

We all know of the "technological explosion" in agriculture whereby output per man-hour has doubled in the past 15 years. The American farmer is so productive that today he feeds about 25 people in addition to himself, whereas 100 years ago he fed himself and 3 others.

In the Department we have a management problem in meeting the continuing challenge of how best to administer our varied programs in the national interest. In the public interest all these programs are one, unified whole--especially in terms of Civil Defense about which we currently hear a great deal.

Each major agency has its own operating administrative staff, thus enabling the head of those agencies to have more authority, control and responsibility over his own programs.

What are the advantages of this type of organization?

1. It places definite lines of responsibility.
2. Each agency head has someone on the Secretary's immediate staff from whom he can get policy direction.
3. Takes the agency head out of partisan political matters.
4. It groups like agencies under a specific assistant secretary.
5. Permits the Secretary to devote his time to major agricultural policies.
6. Insures that the policies of the Chief Executive are implemented by providing a political appointee as the head of a group of agencies.
7. Better coordination within the group.

Policies in the Department are formulated by a "Policy Staff." It consists of the Secretary, Under Secretary, three Assistant Secretaries, Administrative Assistant Secretary, Director of Agricultural Credit Services, and three or four staff assistants to the Secretary. This group meets regularly to discuss and decide on major policy. It determines the Department's position on legislation proposed in the Congress or developed within the Department. It steers the course of action to be taken in reaching the goals of the Administration. This group has the benefit of the recommendations of those in the career service with the technical know-how and is also sensitive to the pressures from outside such as from political sources, commodity and trade associations, the farmers and the general public. Thus there emerges from the group, decisions which - though they be compromises - reflect the best judgment of those in authority in the Department.

"In conclusion I wish to summarize by saying that the Department of Agriculture is primarily a research organization, secondly, educational; and thirdly, an action agency. Also it administers more regulatory service than other agencies. All of these functions are handled by your Department."

Topic: Coordination of an Agency's Functions

Speaker: Richard E. McArdle, Chief, FS

Summary of Talk:

The word "integrate" means to form in one whole, to make entire. Coordinate means to bring into common action, to harmonize. Bringing two schools together as one school is integration; their courses of study could be harmonized without integration. The Department of Agriculture achieves integration both by putting like activities together in one unit and also by coordination of activities without consolidation.

Don't confuse procedures, methods and devices used for achieving integration-coordination with the basic essentials which are:

1. Everyone in an agency should know its objectives, policies, programs and how the agency operates. This knowledge is essential so that actions taken will be essentially the same throughout the agency.
2. Members of a particular unit should know the objectives of their unit and how these fit into the agency's objectives.
3. Each individual member of an agency should know his particular job and how he fits into the rest of the organization.
4. The individual agency members--the people concerned--must want to achieve integration-coordination.

What are some of the devices used to achieve these ends?

1. One obvious method is pattern of organization. For example, Ranger Districts have many activities. They don't have one ranger for timber management, another for grazing, recreation, or water. One man is responsible for all these jobs. Forest supervisors have 5 - 8 ranger districts to supervise with staff specialists. Similarly, Regional Foresters administer as many as 20 National Forests with similar staff assistants. These staff specialists and supervisors switch back and forth between line and staff functions for career development by transfer.

I wish to emphasize that no system or pattern of organization is 100% perfect. One reason is that the pattern cannot remain static. Responsible agency changes must be made as the agency grows more complex. Similarly, a pattern that is adequate for small outfits would not be suitable for a large agency. The Forest Service is now making a study regarding this aspect. So while pattern organization is one device, organization alone won't achieve integration-coordination.

Related to this is clear-cut understanding of individual responsibility and authority. This is especially important for the Forest Service because it is highly decentralized.

Some of the devices, methods, and procedures used to achieve these ends are:

1. Pattern of organization, because it controls who makes decisions. No pattern of organization should be static, but should change as agency responsibilities change. Organizational pattern alone will not achieve full coordination.
2. Get a clear-cut understanding of individual responsibility and authority by:
 - (a) Spell out, where necessary, in detail and specifically; in many instances define only outer limits, but even here be specific as to outer limits.
 - (b) Make delegation of responsibility and authority real. Authority cannot be given and also kept. Individuals must make decisions or take action on own without prior review or constant fear of being over-ruled. He must know for sure what responsibility and authority he has and what the other fellow has.
 - (c) Responsibility and authority must be accepted. It's no good to delegate authority, to make decisions, or take action, if it is not used, or it is delayed or backed up the line.
3. Another device is the way decisions are made. Before making decisions, discuss, argue back and forth, bring out alternatives and reasons why. Give everyone concerned a chance to express his opinion. Do this for two reasons: to get better decisions and to get acceptance of decisions.
4. Work together to develop programs, policies, and operating procedures. Use details of employees to other offices to broaden their understanding and knowledge of an agency's work. Within limits, transfer people to different places and to other lines of work.
5. Inspect and check, to see if individuals and units are operating as they should. This is also used as a training device, and to get a balanced picture with recognition of good work as well as poor.

All the patterns of organization, systems of procedure and the like will not achieve integration or coordination unless the people involved want these to work. How to get people to want this? Some already mentioned, such as working together to develop programs and operating procedures, various devices used to inform on agency objectives, etc., and in addition, recognition of the importance and dignity of the individual. The attitude of an agency toward its people will be reflected in the attitude of those people toward the agency. The boss should be accessible. Give employees a chance to criticize and to suggest better methods. Develop a feeling that the work of an agency is important and that the individual's part in it is important. Be sure agency members understand what, where, how, who and why.

Summarizers: John L. Arend, H. Sidney Vaughan

Summary of Afternoon Discussion:

Mr. Betts pointed out that we have excellent esprit de corps within agencies, and, that the panel's objective is to further develop this same feeling within the USDA as a whole.

Betts also explained how policy is determined in the USDA through use of the policy staff organization. He also pointed out the provisions for policy guidance when there is a change of administration. The Department Secretary, Under Secretary, and three Assistant Secretaries are appointees. The Agency heads are about equally divided between career service and policy making (Schedule C) employees. Other devices used to promote inter-departmental coordination are conferences of Assistant Secretaries, monthly luncheons with Agency heads, and central control of correspondence. In addition, Staff Offices represent career aspects, the Administrative Assistant to the Secretary helps provide continuity when administrations change.

Question: Is agriculture research conducted by private industry coordinated with ARS?

Answer: Approximately 50% of our research is financed by public funds and 50% by private. The government concentrates research on principles; private industry on such items as marketing, processing, machinery and insecticides. No formal contracts exist for cooperation.

Question: Is the USDA conducting research on food production from algae?

Answer: The Department has no such projects and does not contemplate any at the present time.

Question: How to eliminate the "Parkinson effect" in government?

Answer: Twenty thousand full-time employees have been added to USDA since 1952. Five thousand of these were required as a result of new laws. Increases in the fields of research account for most of the remaining 15,000. The Department is required to report on what has been done to improve uses of manpower. We need to continuously guard against building agencies up just to have more people. We must continually strive for higher calibre performance with fewer people and must use existing services rather than duplicating. Efficient management should determine staffing patterns as well as appropriation limitations.

Question: How does USDA personnel office tie in with individual agency personnel offices?

Answer: Leadership and coordination are the primary functions of the Department Office. Authority for appointments and promotions is redelegated to agencies. Authority for removals and actions involving misconduct, security and health are not redelegated by the Secretary. Promotions within the Department are subject to the merit inspection plan.

Question: Why aren't per diem and mileage rates more standard throughout USDA?

Answer: The objective of the Department is that all travelers should "break even" on the long-run basis. Due to the variety of travel performed, setting of rates paid is left to the determination of individual agencies.

Question: Has study been made of adjusting pay scales on cost of living basis?

Answer: President has proposed a commission to study payment methods. Employee Associations have expressed interest in wage board rates. The opinion was expressed that Congress will not give up authority to set pay scales.

Question: How will future State TAM sessions be financed?

Answer: As of July 1, 1959, agencies were informed that the agency assuming lead responsibility would use its funds for costs. Participating agencies will be billed for their proportionate shares of this cost.

The point was made that perhaps we should have profited more from this panel presentation if there had been group discussion on how we obtain integration within agencies. This would have brought out more ideas and broadened our thinking.

Discussion Leader: Mervin J. Kassube

Summarizers: Harvey M. Seeley, Robert A. Van Order

Subject: Research Program of USDA

Speaker: Dr. Byron T. Shaw, Administrator, ARS

Summary of Talk:

I would like to review briefly the organization we have in the Department for conducting research. Five of our operating agencies are engaged in research. Two--Agricultural Marketing Service and Foreign Agricultural Service--are located organizationally in the Marketing and Foreign Agriculture group, headed by Assistant Secretary Miller. The other three--Agricultural Research Service, Farmer Cooperative Service, and Forest Service--are located in the Federal-States Relations group, for which Mr. Petersen has responsibility. In addition, Assistant Secretary Petersen has been assigned general responsibility for the development of research policy for the Department.

Research Coordination and Program Development

Coordination of all research in the Department is delegated to the Administrator of the Agricultural Research Service, who reports directly to Mr. Petersen. In exercising this coordinating responsibility, I provide for the examination and analysis of all research activities, current and contemplated; for review and approval of all proposed projects before they are initiated; for advice and consultation with agency heads on the planning of research; and for submission of reports and recommendations to the Secretary.

I am assisted in this work by the Central Project Office, and by an Agricultural Research Council, whose members are the Deputy Administrators for research in ARS and AMS, the Director of Home Economics research in ARS, the Assistant Chief for research in the Forest Service, and the Administrators of the Foreign Agricultural Service and the Farmer Cooperative Service.

The Central Project Office serves as a control center in the review and approval of research proposals. Each proposed project is examined in this office in relation to the existing program and is referred for comment to any part of the Department doing related work, including subject-matter specialists in the State Experiment Stations Division of ARS, who consider it in relation to research going on at the State stations. The proposal, with all comments, is then returned to the initiating Division for resolution of differences. If the differences are resolved, the project then moves to the appropriate Research Council member for approval or disapproval. If differences are not resolved, they are referred to the council member, who seeks resolution with other council members concerned. Where differences still remain, the case is submitted to the Administrator of ARS for settlement.

The Agricultural Research Council also provides a forum for discussion of problems in research or research operations of Department-wide concern. It advises the ARS Administrator on matters needing attention. In program development, the Department is assisted by a number of advisory committees. First is the 11-member Agricultural Research Policy Committee, which advises on policy and broad adjustments needed to maintain a dynamic research program. It maintains continuous contact with the other 25 functional and commodity Research Advisory Committees, which largely represent groups that use the findings of research. They review current research and recommend adjustments including termination of existing projects, expansion of current work, or initiation of new work. The Advisory Committees are kept in close touch with the Department program through the Committee secretariat, which serves as liason between them and Departmental Working Groups representing each of the program activities concerned.

Our total research program is divided into five major areas: (1) Farm research, (2) Utilization research and development, (3) Home Economics research, (4) Forest research, and (5) Marketing research. In addition, we have responsibility for Federal-grant funds appropriated for research at State Experiment Stations and the new Foreign Contracts and Grants program conducted under P.L. 480.

I want to stress that the Department's role in the Federal-grant research program is primarily one of service. Although we are charged with responsibility for seeing that the funds are spent as intended by Congress, a further responsibility is the technical assistance we are called on to give. This assistance, which is provided by the State Experiment Stations Division, includes comprehensive reviews of Federal-grant research, participation in planning of regional research, and coordination of research effort among the states as well as between the states and the Department.

These broad review and coordinating services help both the State experiment stations and the Department to avoid duplication of effort, to recognize gaps that need to be filled, and to plan and carry out a more effective Federal-State program of agricultural research.

I want to stress, too, the close working relationships between the Department and the State agricultural experiment stations in all of our research. We cooperate formally on more than half of our research, and informally on most of the rest.

Our foreign research is supplementary to our own domestic program. We are looking for institutions having scientific personnel with specialized experience and facilities that will enable them to carry out research that will advance our interests.

We know there is a vast reservoir of scientific manpower in the free world outside of the United States. We believe, through the P. L. 480 program, that we can help to make more effective use of this manpower in seeking answers to problems of mutual interest.

In concluding my talk, I want to call attention to a few of the problems we have in the management of research. The first concerns the wide dispersal of our research resources. It is difficult for a small field station manned by one, two, or three scientists to be really effective.

We now have a committee composed of State Experiment Station Directors and Department leaders who are exploring the possibility of greater concentration of research in fewer locations. We are hopeful that we can work out plans for greater concentration of research on regional and national problems and at the same time provide a valuable training ground for graduate students.

Our second problem is basic research. We are pleased that more than 20 percent of the research funds spent by the Land-Grant Colleges and the Department go to basic research. However, a still greater share of our resources should go into fundamental work. We shall continue to press in this direction.

A limiting factor in our research is the lack of modern facilities. We estimate that the total cost of modernizing State and Federal agricultural research facilities is on the order of \$400 million.



Topic: The Public and USDA

Speaker: R. Lyle Webster

Summary of Talk:

In his opening remarks, Mr. Webster disavowed any intention of making anyone into a public information expert.

He emphasized that administrators have responsibilities in reporting facts to the public. This is true whether the administrator is at the National, State, or local level. The concept that each should, and can, do more in the area of public information was stressed.

The term "public relations" has become respected in Government only in recent years.

Distinctions between the terms usually associated with informational activities were made as follows:

Public Relations: The communication and interpretation of information and ideas from an institution TO its public and the communication of information, ideas, and opinions FROM the public to the institution, in a sincere effort to establish a mutuality of interest and thus achieve the harmonious adjustment of an institution to its community.

Publicity: Systematic distribution of information about an institution or an individual.

Press Agency: Creation of publicity-worthy events and the use of brass bands and barkers, if necessary, to attract attention to some person or thing.

Propaganda: The organized, systematic spreading of a doctrine.

There is plenty of room for the function of information in our work. A few universal principles apply regardless of the level of Government at which you work.

The function of public relations is:

1. Unavoidable. Every action you take has some effect, positive or negative, on some person or public.
2. Built into your job responsibility. Public relations is built into your job.

To be effective, the public relations of any organization must be:

1. Right. Public relations can only be good if your program is right. Good administration is the prime requirement for good public relations.
2. Understandable. You have to reach people in ways that they can understand or that are readily accessible to them.
3. Continuous. Public relations must be continuous and never-ending.

Public Relations can be improved with:

1. Specialized skills. Use specialized information skills when they are available.
2. Evaluation. Take stock from time to time on where you stand public relations-wise.

It is generally acknowledged among authorities in the field of public administration that public information is a part of management. Also, there are many examples in Department agencies of how top bosses view the importance and the integral part of management played by public information, public relations, or education. They make clear that public relations on the work of your agency is part of your job.

There is a corollary responsibility for the public relations of USDA as a whole which should be accepted. This responsibility must be largely self-imposed, and exercised in connection with regular duties. The USDA is all around us--Examples: Research on how to produce more and better crops and livestock--improve handling and distribution of products--meat grading to help farmers and consumers--forest conservation--upstream watershed protection programs--price control, production control, surplus holdings--credit--and many others.

There is a responsibility to report the facts about agency programs, functions, and services, and about the Department as a whole. Do not become propagandists or become involved in controversies. The key word is report.

Public relations is a management responsibility which each manager has.

Summarizers: Harvey D. Bradley, SCS; Wellington S. Davis, AMS

Chairman: H. Sidney Vaughan

VI. TOWARD IMPROVED MANAGEMENT SKILLS

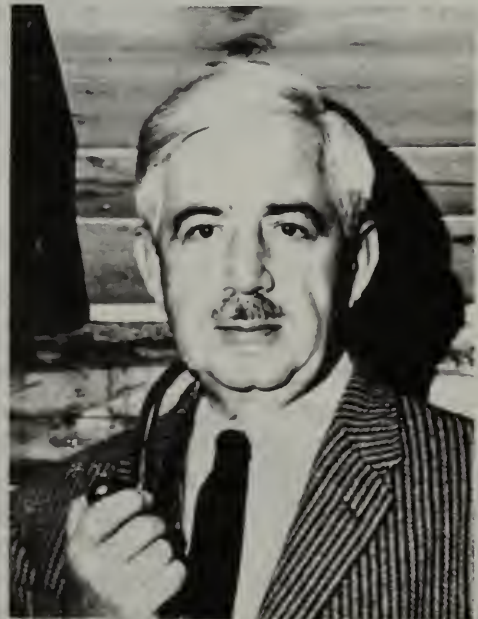
Carroll L. Shartle, Professor of Psychology and Chairman, Personnel Research Board, Ohio State University, Columbus, Ohio

A native of Iowa, Mr. Shartle attended Iowa State Teachers College, Columbia University and Ohio State University. He has served as Chief, Worker Analysis Section, U.S. Department of Labor; Chief, Occupational Analysis Section, USES Social Security Board; Chief, Division of Occupational Analysis and Manning Tables, War Manpower Commission; and Director of Research, Human Resources Research Institute, U.S. Air Force. He has taught at Marquette University, Michigan State College and George Washington University. He is the author of several works on Occupational Counseling and Executive Performance.



Marshall E. Dimock, Professor and Head, Government Department, New York University, N.Y.

Mr. Dimock is a native of San Bernardino, California, graduated from Pomona College in 1925, and received his Ph.D. from Johns Hopkins University in 1928. He has served the U.S. Government as Assistant Secretary of Labor, Associate Commissioner of Immigration and Naturalization, Assistant Deputy War Shipping Administrator, Resident Representative, Technical Assistant Board, U.N. to Turkey and has been a member of the Vermont Legislature. He has been a consultant to various federal agencies and is the author or joint author of over 20 books on Public Administration and Business and Government. He owns and operates a 360-acre farm in Bethel, Vermont.



Henry G. Herrell, Assistant Administrator for Management, Agricultural Marketing Service, USDA, Washington, D.C.

Mr. Herrell attended National University (LL.B.) and Ben Franklin University (B.C.S.). He is a member of the District of Columbia bar. He has held various administrative positions in the USDA, including Executive Assistant to the Administrator, Research and Marketing Act; Executive Officer, Office of Labor; and Assistant Chief, Bureau of Entomology and Plant Quarantine. He participated in the 1957 Management Work Conference at Columbia University, conducted by the National Training Laboratories of the National Education Association.



Charles L. Grant, Director of Budget & Finance, USDA, Washington, D.C.

Mr. Grant studied at the University of Georgia and George Washington University. He entered the Department of Agriculture in 1935 in a clerical position and later worked on the fiscal staff of the Weather Bureau. He later served as Assistant to the Director of Finance, Chief of the Division of Estimates and Allotments, and Deputy Director of the Office of Budget and Finance. He was appointed Director of the Office of Budget and Finance for the Department of Agriculture in 1957.



Edward H. Steinberg, Administrative Officer (Asst. to the Assistant Administrator), Farmers Home Administration, Washington, D. C.

A native of the District of Columbia and graduate of the University of Maryland, he was employed in private industry in an administrative capacity until joining the USDA as an Assistant to the Assistant Administrator in the FHA. He is affiliated with the American Trade and Public Relations Associations, and the Washington Trade Association Executives and Board of Trade, as well as the United Community Services.



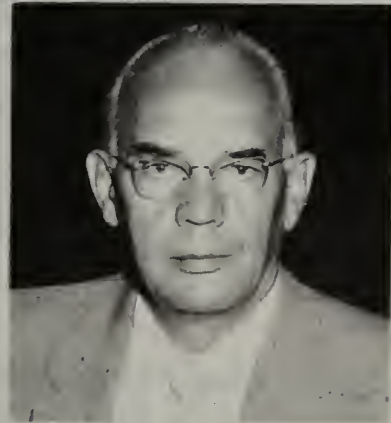
Ralph S. Robert, Administrative Assistant Secretary, United States
Department of Agriculture, Washington, D.C.

Born in Utah, Roberts attended the University of Utah, George Washington University, and the George Washington University Law School, where he obtained LL.B. and LL.M. degrees. In 1928 he entered the service of the Federal Government and has served in a number of agencies including the Department of Justice, Home Owners Loan Corporation and the Department of Agriculture. In 1944 he was appointed Assistant Director of Finance, in 1949, Director of Finance and Budget Office, and in 1953 he was promoted to his present position as Administrative Assistant Secretary of Agriculture.



Dr. Melvin Thorwald Johnson, Chief, Health Division, U.S. Department
of Agriculture, Washington, D.C.

Dr. Johnson was born in Iowa and received his B.S. and M.D. from Iowa State University, and his M.P.H. from Michigan State University. He has been an industrial physician and carried on a private practice. In 1945-46 he served as Medical Director in the Iowa State Department of Health, and from 1946-48 he was Regional Medical Officer, St. Paul, Minnesota. He was appointed to his present position as Chief, Health Division, USDA, on May 1, 1948.



Robert J. Elakely, Vice-President, Fund for Adult Education,
White Plains, New York

After attending the University of Iowa and Harvard, Mr. Elakely joined the editorial staff of the Des Moines Register and Tribune and was with the domestic branch of the OWI and with the Marine Corps in the Pacific Theatre during World War II. In 1948 he became editor of the Editorial Page of the St. Louis Star-Times, which position he held until joining the Fund for Adult Education in 1951. His latest book is "Adult Education in a Free Society."



John W. Macy, Jr., Executive Vice-President, Wesleyan University,
Middletown, Connecticut

Mr. Macy received his advanced education at Wesleyan University. He has served as Special Assistant to the Under-Secretary of the Army, Assistant to the Manager of the Los Alamos Project, Atomic Energy Commission, and Executive Director, U. S. Civil Service Commission. Mr. Macy is Past President of the American Society for Public Administration and a member of the National Advisory Committee for the Summer Institute in Executive Development for Federal Administrators, The University of Chicago.



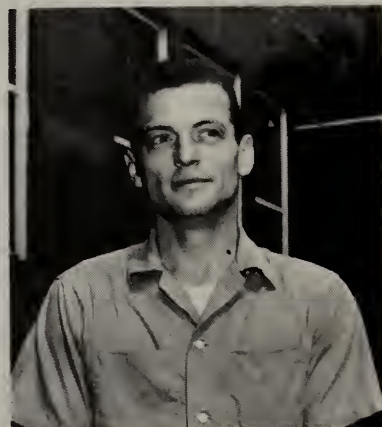
Gilbert E. Mottla, Head, Department of Communications, College of
Agriculture, University of Massachusetts, Amherst, Massachusetts

A native of Cambridge, Mass., Mr. Mottla received his advanced education at Harvard and Boston Universities. Prior to his present assignment he held several administrative, public relations, and fund-raising positions in private enterprises. He is a member of the American Association of Agricultural College Editors.



Woodbridge B. Brown, Extension Communications Specialist (Radio and TV)
University of Massachusetts, Amherst, Mass.

Mr. Brown graduated from Bowdoin College and did graduate work at the University of Massachusetts. He formerly was radio farm director at WHAI, Greenfield, Mass. He is a member of the American Association of Agricultural College Editors and National Association of Television and Radio Farm Directors.



Topic: Leadership Development in Public Affairs

Speaker: Robert J. Blakely

Summary of Talk:

In considering the role of education in the modern world, we find that the pace of change in history has been very slow until 350 years ago. Now it is moving much more rapidly than ever before, with all segments of the human race on the march of progress. Instrumental in bringing this change about is education.

Peoples of the world are now trying to salvage the adult population that grew up under different customs through adult education. Continuing education is necessary, in medicine, in business, in the military, in agriculture, in government, and in most other fields. Continuing education of adults is also expanding beyond professional and vocational development. There is a need for knowledge of social and community affairs and understanding of other people and self. Industry and labor are both turning toward more liberal adult education programs.

It is important for government employees to know more about forces shaping the modern world. There is a need for broadening of the continuing education of people in public service. All social groups have an obligation to provide for public leadership.

Education need not be complicated. Reading is one of the best ways--reading daily newspapers, magazines, books. Systematic reading is one good method of self improvement and education. There is no excuse for people not keeping their minds alive and their horizons high.

Summary of Discussion:

Question: How can you stimulate your employees to read other than vocational materials?

Answer: Have good reading available and readily accessible. Encourage by letting them know you think it is important to read. Organize groups to discuss specific reading that they have done.

Question: What is the effectiveness of long, formal type of education for adults compared with short institute-type education?

Answer: An old dog can learn new tricks. There are some tricks only an old dog can learn. People can keep on learning as long as they practice. Important things of life can't be learned by children. Without experiences of defeat and success, disappointment and greatness--participation in history--some things cannot be learned.

To have things really matter to a person internally, it usually takes some time. There are instances of sudden illumination, but most take some working at over a period of time.

For people in key positions, now crushingly busy, it is possible to learn a lot of things in shorter conferences and institutes.

For the younger group which seems to be moving up, longer, more significant educational experiences can be advanced.

Question: How far should the government go in supporting further education of its people?

Answer: Government should go as far as it can be persuaded to go. Nothing is more important than making it possible for people in government to do some more concentrated thinking.

Question: If education of people like us should be broadened, in what fields should it be?

Answer: Try to broaden and to widen the context in which people live and work and the relationships involved. Include the basic ideas of our society, major events of our history, our economic system, relation of government to people, demands upon citizens of the United States. As a beginning, you should not be content with just facts about departments, duties of jobs. Put it in a broad context.

Question: How can a small field unit supply adequate reading to staff?

Answer: Help them to try to understand major ideas in fields other than their own. Look at best literature available for intelligent lay public in related fields.

Discussion Leader: Roy Tipton, CEA

Summarizers: George H. Axinn, ES; Rex D. Butler, AMS

Speaker: Henry G. Herrell, Assistant Administrator for Management,
Agricultural Marketing Service, USDA, Washington, D.C.

Topic: Fundamentals of Management

Summary of Talk:

Mr. Herrell discussed basic fundamentals of management. The six factors listed and used by some managers are planning, organizing, deputizing, supervising, humanizing and communicating.

In one illustration it was pointed out that hidden thoughts of each member can influence the actions and decisions of a committee. It was shown by a demonstration that different people may hear one set of instructions but respond in different ways.

Planning is the adequate, timely consideration of who shall do what, when, why and how. Herrell demonstrated the necessity of complete planning by group discussion of primary elements necessary to build a road.

Organizing is the grouping of similar functions in a single command. It is coordinating units having authority with responsibility so as to use men, money and materials fully in achieving organizational aims.

The first premise of organization is unity of command, followed closely by delegation of authority and responsibility.

In this session the speaker pointed out that the "span of control" or "web of influence" of a leader is very limited.

Deputizing may be said to be the selecting, training, and placing of individuals in positions and authorizing them to do assigned jobs according to organizational plans. Lines of authority should be clear and the employee should understand the tasks assigned.

Supervision is considered to be maintaining controls and inspection to reflect currently the adequacy of plans, effectiveness of organization, efficiency, extent of progress and problems. Three types of supervision and control are used. "Direct supervision," "general supervision" and "very general supervision." People work best with limited supervision.

All employees are being trained at all times. This may be good or bad depending on examples, impressions, and abilities.

Humanizing is the consideration of human desires, strengths, and weaknesses of each individual in the organization and assigning him in moving towards "success" as he defines it. Mr. Herrell considered three patterns of leadership:

Autocratic	- - - - -	One-way downward communication
Participating	- - -	Two-way communication
Laissez-faire	- - -	Attempt to please everyone.

Managers are in the "people business." The human element in both superior and subordinate must be cultivated.

The speaker gave the following definitions:

A good subordinate--Loyal but not a "yes" man. Respectful but creative.

A good superior--Stimulating but not driving. Fair but firm. Decisive but flexible.

A good colleague--Loyal but not a conspirator. Helpful but not over-demanding. Supportive but not over-protective.

Communications are best achieved when you "communicate, communicate, communicate, vertically, horizontally, diagonally, and then begin over again."

Communication is an attempt to get understanding in someone else as you understand it. Mr. Herrell cautioned against being misunderstood and the need for repetition in communication.

Discussion Leader: George F. Gruschow, FS

Summary of discussion:

There were two types of discussion used and in them the following questions were submitted by Mr. Herrell and answered by the participants.

1. List the criteria you feel are important in delegating authority.
 - a. Be firm and purposeful.
 - b. Responsibilities with the authority.
 - c. Clearly defined delegation of authority.
 - d. Delegation must be within framework of organization.
 - e. Delegate only to qualified persons.
 - f. Review accomplishments.
 - g. Delegate but do not abdicate.
2. List causes of employee discontent in an organization.
 - a. Low salary scale.
 - b. Poor physical plant.
 - c. Inadequate promotion methods.
 - d. Limited fringe benefits.
 - e. Questionable policies of Management.
 - f. Poor internal organization.
 - g. Faulty communications.
 - h. Lack of prestige of the organization in the community.

- i. Advancement possibilities are limited.
 - j. Insecure outlook for the organization.
 - k. Lack of recognition of the employee.
3. List areas within the framework of our topic in which you feel you have authority to improve the management on your job.
 - a. Improve communications.
 - b. Improve employee relations.
 - c. Take disciplinary action when needed.
 - d. Submit suggestions to higher authority.
 - e. Recognition of superior performance.
 - f. Strengthen operating controls.
 - g. Improved work planning.
4. List questions you, as a supervisor, should ask yourself in evaluating your own performance.
 - a. Is my work well planned and do I allow flexibility.
 - b. Do we have good morale.
 - c. Are communications understood and are they carried out as we desire.
 - d. Am I using management tools to the best advantage of the organization.
 - e. Do I have a long or short range plan.
 - f. Am I giving my employees proper training for the future as well as the present.
 - g. Am I maintaining the respect of my employees.
 - h. Are we working as a team.
5. List the important qualities of a manager you would like to work for. Does he have
 - a. A good knowledge of his job.
 - b. The ability to delegate authority and responsibility.
 - c. The ability to get along with people.
 - d. Recognition of performances.
 - e. The ability to make decisions.
 - f. The ability to give orders clearly and accept suggestions.
 - g. Qualities of a good organizer.
 - h. An affable manner.
 - i. Mature judgment.
6. List several means of coordinating work of a multi-purpose organization.
 - a. Clear-cut administration from central point.
 - b. Clear delegation of responsibility.
 - c. Good communications.
 - d. Review-Inspect or Audit.

Summarizers: Clarence O. Finch, ARS; Richard Vanderhoof, ASC

Speaker: John W. Macy, Jr., Executive Vice-President,
Wesleyan University, Middletown, Connecticut

Topic: Promoting Professional Stature in Public Service

Summary:

The speaker prefaced his subject remarks by expressing his profound respect for Federal officials, their skill, their motivation and their willingness to learn. He indicated that these qualities are often not sufficiently recognized, and he further stated that he was highly in favor of the TAM Program. The following highlights were then introduced:

There is a need today for competent federal administrators. Career administrators MUST, as an obligation, become involved in the formulation of policy, since there is an inter-play between policy and administration. There is a gradual increase in administration functions as a manager's upward progress takes place, with a proportionate decrease in the execution of his original specialized functions. Professional development occurs in a specific setting, the elements of which are:

1. Responsiveness from the job to all citizens, so as to avoid becoming "wrapped up" in the job.
2. Understanding of ideological elements of the system under which we work in the United States, such as the will of the people and the fact that the career service backs up the Executive and Legislative branches of the Government. Further, that understanding of political sensitivity by career officials can be useful to the appointed officials.
3. Competence, since there is a great need for the ultimate development of capacity.

There are three basic areas in which the promotion of professional stature can be accomplished. These are:

1. The Development of Careers, by:
 - a. Planning professional careers on a long-range, well-analyzed basis, in accordance with an established pattern.
 - b. More work in colleges and universities, to attract competent people to the field of public service, exploiting the nature and importance of public programs.
 - c. More extensive and meaningful evaluation of performance, so as to counsel the professional on the strengths and weaknesses related to his personal development. Too low standards of performance are currently established for professionals, standards which do not require that they "reach out" in order to achieve performance goals.

- d. A high degree of planned mobility, inter-service, inter-departmental, and even into and out of the Federal service, thereby affording additional exposures which would contribute to professional development.
- e. Newer forms of recognition, such as from professional societies, the publication of contributions to professional journals, and the dissemination to the public of information regarding noteworthy achievements.

2. The Creation of a Favorable Management Climate, by:

- a. Establishing long-range objectives and making appropriate plans flexible enough to be changed when necessary.
- b. Emphasizing job enlargement - opportunity and scope.
- c. Providing maximum discretion of decision through greater delegation of authority.
- d. Improving organization to stimulate professional action and increase flexibility.
- e. Blending professions as the result of careful examination of functions to determine related work patterns.
- f. Affording incentives for risk-taking, by minimizing the hazards of taking risks and lessening the consequence of error.
- g. Eliminating the trivia of workload, the "red tape" and meaningless procedures.
- h. Evaluating results through candid examination.

3. The Creation of Greater Public Understanding, which is inherently the task of every person in public service, by:

- a. Explaining, to the people, what programs are, and how these programs affect each of them.
- b. Citizen involvement, through every possible contact, in the understanding of HIS programs.
- c. Eliminating frictions and cleavages between non-government groups and government, through cooperation which can then be identified and publicized.

It was concluded that there is no simple formula for promoting professional stature in the public service. Some progress has been made -- the effort should continue. Certainly greater effort is warranted, effort which should result in greater public service.

Summary of Discussion:

The basic thoughts expressed so effectively by the speaker were explored in greater detail by the group. The problem of disinterest in public service careers on the part of college and university students was discussed. Considerable discussion then ensued in connection with the following topics:

1. The value of Federal Service Entrance Examinations.
2. A greater discretion in over-all administrative operation by line officials.
3. The value of the current Performance Rating Program, its deficiencies, and the difficulties caused by its uniform application to greatly dissimilar functions.
4. The education by all-level supervisors of their subordinates with respect to USDA programs, functions, and responsibilities, in order to give all employees a better appreciation of their role as it contributes to the public service.
5. The prestige or lack thereof which arises out of employment as a public servant.

Session Presided Over By: George H. Axinn, ES

Summarized By: Arthur J. Nastre, CSS; Clarence Hott, CSS

Topic: Communications in Relation to Management

Speakers: Gilbert E. Mottla, Woodbridge B. Brown
Department of Agricultural Communications, University
of Massachusetts, Amherst, Massachusetts

Summary of Talk:

Several techniques were applied to this topic. Included were an illustrated lecture, motion pictures, and other devices. Those in attendance were asked to point out internal communication problems within their own agencies. The following are representative of the problems supplied by the audience.

1. Lack of using simple words and other good writing practices.
2. Lack of an administrative news letter at regular intervals.
3. How to get written instructions prepared in clear, concise language.
4. How to get ideas flowing in both directions, up and down.
5. Letters from different levels of management intending to convey the same instructions but interpreted as having different meaning.

Perfect communication is never achieved because of the many barriers. It involves dual responsibility between the speaker and the listener. Good communications encourage smooth work performance, but communications that are not clear are misinterpreted and cause confusion.

The basis for good communication is the Golden Rule, "Do unto others as you would have them do unto you." Everyone tries to do the right thing as he sees it. However, we must be careful to consider all sides in communicating with others. A way to do this is to keep your own viewpoint in mind, but also consider the question through the other person's eyes.

People do not like unexplained intentions. If unexplained communications are given, imaginations and emotions become overly active.

Psychologists say a vast amount of what we learn is done through our eyes. An understanding of people and events depends upon our communication with words.

Our effectiveness in communicating is in direct proportion to our skill in listening. An exercise by which one man from the audience studies an illustration for one minute was employed. He transmitted verbally his impressions of what he saw to one of five men who had not seen the chart. The second man in turn conveyed what he thought he heard to the third man. This was repeated until each of the five men had received the word picture from the previous one. Each description varied from what had been seen or heard. This exercise demonstrates that we see things from our own viewpoint. We cannot assume that the other person will see or hear things as we do.

The process of communication is much less simple than we ordinarily realize and meaning is more than logical facts.

As we listen we should ask ourselves these questions:

- (1) Are we assuming things that are not actually being said?
- (2) Are we considering the other person's viewpoint, and
- (3) Are we aware of the other person's feeling in the matter?

A construct of social action was presented largely through the means of a flannelgraph. This involved taking an idea from its source and putting it into actual practice.

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Summarizers: Chester J. Tyson, Jr., R. D. Williams

Topic: Getting, Developing and Retaining Administrators

Speaker: Marshall E. Dimock

Summary of Talk:

The key of his talk was: What Kind of Administrator do We Want to Produce in USDA? The need for management training is very great today. There is world-wide interest in training individuals; skill is a scarce product.

The speaker presented 4 problem areas: (1) Are we emphasizing the objectives needed at present? Are we dealing enough with policy, character, the problem of producing a well-rounded man as an administrator? (2) Is our objective clear at present? We have become so specialized that we often suffer from blurred objectives. The USDA is a very complicated organization; it performs a multiplicity of functions. Its objectives are not sharp, creating a difficult problem in training good executives. It is hard to get teamwork, a coordination of programs. (3) We are concerned with stratification--a result of specialization, breaking up things to obtain efficiency of operation--a debilitating process. We need a new type of administrator to cope with this type of bureaucracy. If stratification is carried too far, it can break down an organization. Many businesses are suffering from over-stratification. (4) Lack of individual development. We have gone so far in developing the group that the individual man has suffered; we have neglected many of the gifted individuals.

I Problems of Getting Administrators (Education)

What educational system emphasis should be made? Public administrator movement started in 1930's at University of Chicago. They said that we should produce administrators as such, primarily for the purposes of making money or increasing production. No professional group was considered to be material for administrators. It worked fairly well then, but we need a new look today.

The speaker discussed the various concepts of management in Great Britain and Russia as compared with the United States. The British have a good idea in teaching administration to the scientists and other professional groups; but there is still a great need for concentration in management skills. Management know-how should be incorporated in our scientific or professional training. Technically educated people can become good administrators.

II Developing Administrators (Career Service)

The problem in USDA is not the personnel we get, but what we do with them after recruiting. There is entirely too much divided responsibility between the White House and Congress. Congress is jealous of their prerogative and often "pulls the rug out" from under the Executive Branch.

In Britain the highest civil servants are patriots, are responsible for the welfare of the United Kingdom. They therefore respond and exercise initiative and forethought. Salary does not seem too important. Our system is different--our political careers are not across party lines. Career service is all important! We should develop leadership at an early age, train in wisdom, knowledge, courage, and character. "Character is the most important characteristic of an administrator."

III Retaining Administrators (Incentives)

Not enough use of incentives. The United States has led the world in psychological incentives systems, but is low in operation and use of them. In Britain, prestige in the community is a very important asset. The same is true in this country. In Russia, they are making use of their incentive systems, using our capitalistic methods to their own good.

What should we be doing? (1) Suggestion systems are good but do not go far enough. (2) We need greater differentiation between classes and skills. Give bonuses in Government too for saving money, promoting efficiency, etc. (3) Get away from salary scale based on number supervised; give greater weight to qualitative factors. (4) Give policy judgment back to the civil servant. In most every field with professional competence, the career civil servant will be the best qualified individual. Not all policy questions are political! (5) Need informal tour of duties with various agencies to obtain more experience for leadership. (6) Higher pay scale needed at the top; differentiation in pay needed as an incentive.

IV Factors Tying Together the Three General Areas

We need to establish a wider planning of activities. One of the principal ways to motivate people is to give them a part in planning programs. Begin at field level and finally bring together at top. Instead we concentrate planning activity at the top and lower echelons lose incentives.

Best administration is that by objectives. Give men the job to carry out these objectives as set up in group sessions. Allow persons to act more on their own initiative.

Coordination of program planning is vitally needed. It is very poor to top level. Acute in USDA because the Department is so large and diversified. It is being coordinated on a functional basis. Suggested ways to get more coordination were (1) Decentralize to lower level planning, at field office or regional level, with more meetings, informal luncheons, etc. at which to coordinate overall program. (2) Give everyone a chance to use their abilities--not just top level planners. (3) Politicians and career civil servants should work together as a team.

Discussion Leader: W.S. Davis

Summarizers: James M. Koepper and W. C. Ferrall

Discussion:

Top Management should spend more time on objectives and not on details of administration.

The type of administrative leadership has changed rapidly within recent years as exemplified by the "rough and tumble" fights of labor and management, to the type of administration action combining planners and research staffs, common today in both business and labor.

There has been a hesitation to train top administrative people because (1) It is difficult to get them away from their job, (2) It is difficult to get people qualified to teach.

The universities are not funneling enough people into government services who could become administrators because of (1) economy drives, (2) the present business boom, and (3) general obstacles in government management.

Inherent good mental habits of scientifically trained people have helped them become good administrators. These habits include logic, judgement, wisdom, and a good straightforward method of dealing with people.

Some institutional training is being done in administrative management. However, the greatest need for administrative training is the in-service type, in the form of institutes, workshops, and sabbatical leave.

The speaker felt that the development of a federal administrative staff college is necessary not only for top level management, but also for the middle level. This college should be supported by both public and private funds.

Discussion Leader: Robert Quilliam

Summarizers: Arthur R. Thiele, Donald M. McArthur

Topic: Strengthening Our Human Relations in Management

Speaker: Carroll L. Shartle, Professor of Psychology, Ohio State University, Columbus, Ohio

Summary of Talk:

Study teams under the direction of Dr. Carroll Shartle were interested recently in research of the social climate in work relationships in management. This was accomplished in government agencies, cooperative agriculture associations, educational institutions, and to a lesser extent, in private business.

A sociograph designed by Dr. Shartle was used to illustrate patterns of leadership related to initiating structure and consideration which are basically the dimensions of leader behavior.

The teams studied and investigated agency organizations. They wanted to know WHAT executives did. This was done mainly by observing performance on the job. These are examples of their findings:

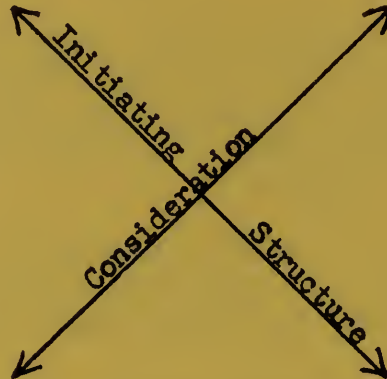
1. Inspection by the executive himself.
2. Investigation and research usually by line officials.
3. Briefing and talking to staff.
4. Observing experiments.
5. Evaluation and examination of reports.
6. Comparison of related fiscal production.
7. Interpretation of plans and procedure.

HOW people accomplished their work. This study showed that a variety of interacting ideas and differences in degree of application of the principles of management were used by different administrators. Here the interest was in classifying the dimensions of administrative leadership. Leadership, according to Dr. Shartle, could be described as influence; leadership's acts result in others performing in shared direction. Some examples of how executives accomplish their work follow:

1. Require staff to continue to develop new ideas.
2. Close personal contacts at work and outside work with subordinates.
3. Delegating authority.
4. Communications up and down between employees and management.
5. Recognition of performance.
6. Motivation.
7. Developing team effort.

Questionnaires were developed. These initially included 2,000 items on types of human behavior. Since many factors were related and similar, this number was reduced to a questionnaire of 150 items which described what an administrator does. This was spelled out in terms of frequency shown as often, sometimes, seldom, and never, opposite each human behavior element. This was not a rating of the executive but an evaluation. The results showed there were only two dimensions of administration behavior in terms of "how."

The two dimensions were "Initiating Structure" and "Consideration." These were shown graphically by two intersecting lines at right angles to each other, the lines intersecting at the mean dimension of human behavior.



The dimensions of initiating structure and consideration are unrelated to each other. The initiating structure reflects production emphasis, organization line structure emphasis and the like.

These factors represent a high "Initiating Structure" dimension:

1. Meeting deadlines.
2. Assigning specific tasks.
3. Spelling out responsibility.
4. Close coordination of staff duties.
5. Critical attitudes toward work accomplishment.

Consideration Factors are the elements of the human behavior dimension.

These factors represent a high "Consideration" dimension:

1. Time to listen to subordinates.
2. Friendly and approachable.
3. Willing to make changes.
4. Performs personal favors for staff members.
5. Gets approval from associates before going ahead.

In general industry is interested in managers of high "Consideration." This is related to the human elements involved in management labor relations. Government agencies are most interested in initiating structure. They believe it results in a low turnover rate. The military is very initiating structure conscious as compared with education or research activities which are extremely consideration minded.

Discussion Summary:

These following thoughts and ideas were brought out by Dr. Shartle in his answers to questions from conferees. The "Initiating Structure" and "Consideration" factors are basically habits of the individual administrator and can be changed by the individual. When organizations change, often the emphasis changes in relation to one or the other factors. Quite frequently it is necessary and desirable to change work patterns.

The newer people in government management tend to be higher on "Consideration." College training and training in government and industry are likewise slanted toward the "Consideration" factor. Higher morale is usually associated with higher "Consideration" as is higher productivity.

It is often necessary for an administrator to adjust himself up and down in his "Consideration" and "Initiating Structure" dimensions in dealing with individuals. An administrator and his deputy may not stress the same dimension factors, but usually one will complement the other. At times where the dimension factors vary, the subordinate may be penalized when the manager moves on. It is up to the individual to develop flexibility so as to adjust himself to organizational changes.

Discussion Leader: John L. Arend, FS

Summarizers: Harold L. Geick, C. Cope Famous

Topic: Management Controls

Speaker: Charles L. Grant, Director, Office of Budget and Finance,
U.S. Department of Agriculture, Washington, D.C.

Summary of Talk:

Management Controls are the techniques used by management to assure that all operations are carried out in accordance with established policies and plans.

General Objectives of Management Controls:

1. Effectuate program goals.
2. Assure compliance with laws and regulations.
3. Assure adherence to management policies and plans.
4. Promote operational efficiency.
5. Safeguard the assets.
6. Assure accurate and timely financial and operational data.

General Characteristics of Control:

1. Not strictly mechanical.
2. Cannot be exactly measured or evaluated.
3. Must be needed and patterned to fit need.
4. Are required in Federal Agencies by statute.
5. Must be understood and accepted by employees.
6. Need frequent review and appraisal.

It is evident, I am sure, from these general characteristics that many of the individual elements and techniques of management control are interrelated and interdependent.

Management controls often fail because of

1. Lack of communication and understanding,
2. Infrequent reviews and appraisals,
3. Inertia on the part of those charged with specific responsibility,
4. Breakdown due to economy measures, and
5. Inexperience and lack of imagination on the part of those charged with supervision of control.

-Beware-

1. The excessive control - too cautionary. "The fear of error is one of the main reasons for costly red tape and controls that are established to insure against errors which, if made, could not cost anywhere near as much as the controls do."
(Laurence A. Appley)

2. The "crutch" control - advance submissions of proposals--preaudit, etc.
3. The "pseudo" control - increasing initials and approvals by individuals knowing less and less.

Some Means of Control:

1. Organization (Method of dividing work, pinpointing responsibility, delegation of authority, etc.)
2. Personnel selection, training and placement.
3. Budgeting (meshing financial resources and program operations.
4. Systems, methods, procedures.
5. Standards - levels of efficiency expected.
6. Accounting - current recording of financial obligations.
7. Reporting.
8. Review and appraisal.
9. Communications.

Conclusion - Excerpts from "Integrated Auditing" by Sidney W. Peloubet and Herbert Heaton.

"Controls may be viewed in the negative sense of restriction and restraint, but they have lasting value only in the positive sense of directing effort toward worthwhile objectives. Effort is directed by defining and measuring objectives and by measuring and appraising performance in their achievement. While government and business controls often appear to beset us and are administered with dictated procedure and close discipline, their success is in direct proportion to the extent to which they are seen to conform with a common beneficial pattern."

Summary of Discussion:

Question: What is your attitude toward agencies employing independent people or firms for surveying their controls?

Answer: In some cases it is practical as a means of providing an independent analysis of a particular problem and results in better management. The individual employed should be known as to his qualifications and not just anyone assigned to the task should be accepted.

Question: What control is there between the Secretary's Office and the Internal Audit of the agencies?

Answer: All larger agencies have independent Internal Audit. They report to the Administrator of their agency. The Secretary's office makes no audit, but assists agencies in audit procedures. The audit covers the entire operation of an agency and is not limited to Budget and Fiscal.

Question: Does the General Accounting Office have authority to audit any operation done on Government time?

Answer: Yes. If it is done on Government time, it should be considered official business.

Question: Is it true that an Internal Audit is always responsible to the Administrator?

Answer: They are responsible only to the Administrator of their Agency. This makes their operation independent.

Discussion Leader: R. E. Vance

Summarizers: C. L. Hendee, Rex G. Butler

Topic: An Interpretation of Creativity in Relation to Management

Speaker: Albert T. Greateorex

Summary of Talk:

This was a presentation in creative thinking on how to think up more ideas that would be of benefit and value to management. Inherent in the concept of progressive management is the necessity to establish, foster, encourage and maintain a permissive atmosphere and climate for the generation of ideas for increased efficiency and economy of the organization and the accomplishment of its mission.

Why is creative thinking so important? Present world conditions and the increased emphasis for additional goods and services throughout the world demand new ideas. Added to this we are a nation enjoying the highest standard of living the world has ever known. In order not only to maintain this standard of living, but to advance it to heights unknown, we need the rich fruits of imagination. This can only be done with the pooling of our creative resources.

Management ideas can result in

1. Increased sales
2. Improved products and service
3. Increased and efficient production
4. Economy of operation
5. Helping you and me to do a better job, to do our job more efficiently and gain a greater satisfaction of accomplishment.

Some of the basic problems confronting individuals and groups of individuals when developing ideas are

1. How do we get started
2. How do we keep ideas flowing
3. What can we do, if anything, when we get blocked in generating ideas
4. How do we get others to adopt and use our ideas.

There are several things that we must bear in mind in making our start in developing ideas. All ideas start in the mind of one man. Everything that is man-made started with an idea. All ideas run into a certain amount of resistance. This is natural and normal and should be expected. The important thing to do when we have an idea is to get a start to develop that idea. This can be done in a number of ways for both individual and group ideas:

1. Find the Problem.

- a. Go hunting.
- b. Ask questions.
- c. Have a nose for needs (both individual and management).
- d. Develop pet peeve lists.
- e. Have a nose for news (an awareness of what is going on about us).

There are several things we can do to keep ideas flowing. We should not inhibit our creative process by judicial thinking. We can allow our creative process to work freely, and capture our ideas by:

1. Writing down freely all ideas.
2. Avoiding interruptions (whenever possible).
3. Start working on problems early (to get the subconscious working for us).
4. Utilize idea traps.

There are times in generating ideas when our minds become blocked. What, if anything, can we do to reactivate our idea development? There are several things that we might consider.

1. Keep going.
2. Redefine our problem.
3. Use "idea solitaire" (list of critical questions).
4. Utilize the ideas from our "idea bank".
5. Read (asking ourselves how we can use that information).

Brainstorming is the name for a type of problem-solving conference worked out by Alex Osborn, Co-founder of the advertising agency Batten, Barton, Durstine and Osborn. This group problem solving method does much to insure the participation of all members of the group and tends to eliminate group domination by one person, disagreements and the inhibiting of ideas by others. The basic steps in "brainstorming" are:

1. 8 to 12 participants.
2. Participants of equal rank having a common interest in the problem.
3. To encourage "free wheeling" of ideas.
4. Rule out negative thinking.
5. To obtain quantity of ideas rather than quality of ideas.
6. All participants share equal credit.
7. Reserve judgment on the ideas being submitted.
8. Be brief and to the point when stating your idea.

There are two basic roles to be carried out in this group activity, that of a moderator and a recorder. The responsibility of the moderator is to act as a catalyst and when necessary (ideas bog down) interjects a new avenue of approach to the problem. The recorder has the responsibility to capture by writing down (or some other means as appropriate) all the ideas that the group participants develop in terms of the problem.

Discussion Leader: E. J. Wilson

Summarizers: Hugh James, Wiley W. Bird

Topic: Health Matters in Management

Speaker: Melvin T. Johnson, M.S.

Summary of Talk:

There was a time when management concerned itself little with the health of employees. That unconcern has long since disappeared and it now is realized that all matters affecting the health of employees are important to management.

Private industry has been, and still is, far ahead of the Federal Government in providing the services of doctors and nurses for their employees.

Prior to 1946 there was no legal authority for Federal civilian agencies to employ doctors for employee health programs. Services prior to that time had been those of nurses.

In 1946 Public Law 658, 79th Congress, also known as the Randolph Downey Health Act, was passed making permissible the establishment of health services for Federal employees, utilizing the services of both doctors and nurses.

These services may be provided, after consultation with the U.S. Public Health Service, by contact with private sources, by contract with the Public Health Service, or the agency may employ its own medical and nursing personnel and operate their own program. The Department of Agriculture is operating its own program. All these arrangements may be made by an agency acting independently or groups of Federal employees may have these services cooperatively with an equitable cost-sharing arrangement.

The objectives of the program are to:

1. Aid the employee to maintain optimum health.
2. Serve the government by maintaining and increasing efficient production through healthy employees.

The services are limited to:

1. Treatment of on-the-job illness and dental conditions requiring emergency attention.
2. Pre-employment and other examinations.
3. Referral of employees to private physicians and dentists.
4. Preventative programs relating to health. Just what constitutes emergency treatment is sometimes difficult to determine. Usually that treatment which is needed at once is classified as emergency care.

The objectives of these programs are to:

1. Improve and maintain the health of key officials.
2. Avoid the disruption, as much as possible, of operations from sudden unexpected disability or death of executives.
3. Avoid placing additional burdens on officials whose health should preclude additional work load.
4. Allow more effective planning for replacements.

All of the plans are characterized by making available to executives on a voluntary basis a complete physical examination, including indicated laboratory, x-ray and electrocardiogram examinations at company expense.

Methods of providing these services vary:

1. In some programs the entire examination is made in the Medical Department of the company.
2. In others the executive is permitted to make own arrangements with his personal physician or a clinic or hospital with the company paying the bill.
3. Management selects the hospital or clinic to perform the work for all of the executives.

The cost of these examinations varies greatly. The lowest estimated cost is about \$30.00 for each examination to several hundred dollars. The programs are proving to be very valuable. Disease in its early stage is found and is more easily corrected. Awareness of health maintenance is created, and management is able to plan more effectively.

Emotional and Mental Illness

It is estimated that 5% or 6% of the total population will spend some time in a mental hospital during their lifetime. There is no magic formula or program that will prevent this illness, but to utilize all that is known about good personnel relations or sound management with due regard for the human element helps.

In dealing with these problems there are some definite steps to follow:

1. Recognition.
 - a. Comparing present behavior with past behavior.
 - b. Any marked change in work, performance, or personality traits is a danger signal.

When evidence exists that an employee is mentally ill a psychiatric examination at the expense of the employing agency should be made. Description of the case should be sent to Melvin T. Johnson, M.D., Health Division, Personnel, USDA, Washington, D. C. for recommendation.

Coronary Artery Disease

Heart disease has become the number one killer and disabler. The diseases of the heart are as follows:

1. Coronary artery disease.
2. Coronary insufficiency.
3. Coronary occlusion.

There are causes for heart changes in the arteries. They usually develop slowly and may be listed in this manner.

1. Heredity.
2. Obesity.
3. Stress and strain.
4. High blood pressure.
5. Other diseases.
 - a. Diabetes, etc.

A great deal can be done to prevent coronary artery disease by:

1. Weight control.
2. Moderation in all things we do.
3. Tobacco.
4. Alcohol.
5. Exercise.
6. Medical care or examination.

Symptoms

1. The first symptoms may be a fatal attack.
2. Pain--usually over heart; left arm, or chest.
3. Shock
 - a. Unconsciousness
 - b. Cold sweat
 - c. Feeble pulse.
4. Shortness of breath.

The Treatment for coronary artery hearts

1. Relieve pain.
2. Control shock.
3. Secure physical and mental rest.
4. Oxygen.
5. Drugs.

Thus we can say that coronary artery disease is a tremendous problem. Management should plan work schedules that minimize tension, deadlines, excessive hours. One should take planned vacations, assume responsibility for diet, weight control, rest, relaxation, reasonable exercise, moderation in all things we do, utilizing proper medical supervision.

Discussion Leader: E. J. Wilson

Summarizers: Hugh James, FHA; Wiley W. Bird, ARS

Topic: The General Manager in Government

Speaker: Ralph S. Roberts, Administrative Assistant Secretary,
U. S. Department of Agriculture, Washington, D. C.

Summary of Talk:

In the fast moving tempo of today, it is becoming increasingly important that consideration be given not only to current management programs and methods, but to the challenges of management of the future. "Looking ahead" is one of the really significant responsibilities of management. The conventional functions of management are applicable in government as well as in business. Government has in truth become "big business," and the two have much in common in terms of management approaches, administrative techniques, and resolving problems. The important differences in government, however, have a pronounced influence on administration and the job of the government executive, since government environment alone results in exceptional demands on these executives.

Government is differentiated from private business activities by its public nature, as expressed in the term "public interest," a term difficult to define, but suggesting that there are widely shared interests in society that transcend those of any individual, group or segment of society, and suggesting further that government exists in large part to promote and protect those interests.

Government must be led and operated by men whose breadth of vision and sense of duty go beyond those of the private individual whose principal objective is the increase of his own profit. The government administrator operates in a "goldfish bowl" of public scrutiny, inquiry, and investigation. Such operation presents to him problems not faced by the business executive, such as public accountability. One of the biggest differences between business and government is the scope and breadth of their respective activities and the relative impact each has on groups as well as individuals. Finally, as an all-prevailing influence, "the Congress has an arsenal of controls adequate for authoritative surveillance over every aspect of executive life" in government.

High efficiency makes it essential and inevitable that there be specialization, with its associated group loyalties. This specialization can, however, be a factor which disintegrates organized effort. Further, good management may be blocked by specialization. In the past, there have been too many instances where men have been selected to fill general management positions because they were successful specialists, and not because they were capable of the responsibilities of general management. These selections were made in spite of the recognized deficiencies in the selection techniques. Success in a specialty is not in itself sufficient qualification for top executive responsibility.

There is needed somewhere in every organization a man with an over-all view; an administrative generalist or general manager, able to move with confidence on unfamiliar ground, with wide perception and the courage to move decisively from policy to action in unprecedented situations. Such a man must possess the intangible qualities of character, judgment, dedication and leadership -- or "grace under pressure." The general manager must have a broadened outlook, a full understanding of the facts and implications of his executive and administrative position, supplemented by a knowledge of management skills, and the ability to achieve objectives of the widest scope. In our automated, nuclear, jet-propelled age, we need men with the wisdom of Solomon and the patience of Job.

This kind of leadership requires breadth and flexibility of intellectual approach, which is the fruit of broad intellectual development and general experience. Government today is faced with a dilemma in finding men in adequate numbers who have both the competence and the qualities to assume top leadership roles in public affairs. Men with the capacity needed are hard to come by, since neither education alone nor experience alone will produce them. What is done about this problem is a function and responsibility of management. In this respect, programs of education and development, varying in nature, are under way, and are generally aimed at broadening the perspective of the top management of tomorrow.

More than a hundred years ago John Henry Cardinal Newman, in a discourse on "Knowledge Viewed in Relation to Professional Skill," provided an excellent description of today's capable administrative generalist, by defining a liberal education as "the education which gives a man a clear, conscious view of his own opinions and judgments, a truth in developing them, an eloquence in expressing them, and a force in urging them. It teaches him to see things as they are, to go right to the point, to disentangle a skein of thought, to detect what is sophistical, and to discard what is irrelevant. It prepares him to fill any post with credit, and to master any subject with facility. It shows him how to accommodate himself to others, how to throw himself into their state of mind, how to bring before them his own, how to influence them, how to come to an understanding with them, how to bear with them. He is at home in any society, he has common ground with every class; he knows when to speak and when to be silent; he is able to converse, he is able to listen; he can ask a question pertinently, and gain a lesson seasonably when he has nothing to impart himself; he is ever ready yet never in the way; he is a pleasant companion, and a comrade you can depend upon; he knows when to be serious and when to trifle, and he has a sure tact which enables him to trifle with gracefulness and to be serious with effect... He has a gift which serves him in public and supports him in retirement, without which good fortune is but vulgar, and with which failure and disappointment have a charm."

There is no better description than this, of the capable administrative generalist, in government or out, whether he be a Cabinet Member, a corporate president, an administrator or a general manager. It is this kind of well-rounded individual that the better executive development programs are striving to provide. It is men and women with these qualities who must be available in adequate numbers to fill leadership posts in government, if the challenges of the future are to be effectively met.

Summarized By: Arthur J. Nastre, CSS; Roy Tipton, CEA

Topic: Decision Making

Speaker: Edward H. Steinberg

Summary of Talk:

The speaker stated that whatever a manager accomplishes is accomplished through making decisions and that the process of decision making can be broken down into five phases:

I Defining the Problem

This involves the identification of critical factors which are the elements that must be changed before anything can take place, as well as determining the policies which affect these elements.

II Analyzing the Problem

This is accomplished by classification, or finding out who has to do what, and by gathering all of the associated facts.

III Developing Alternate Solutions

These will, of course, vary with the problem. The possibility of doing nothing should not be overlooked.

IV Finding the Best Solution

The criteria used in evaluating the solutions are:

1. Risk
2. Economy of effect
3. Timing
4. Limitation of resources
 - a. Human beings most important.

V Making Decision Effective

In order for decisions to become effective, the persons involved must adopt the decision as their own. It is the application of the decision by other people that makes it effective.

The speaker then described "Pigor's Incident Process" as a method of group decision--designed to teach methodology of working out decisions, solving problems and seeing the whole meaning of "incidents" that affect smooth, efficient, harmonious operations.

Pigor's Incident Process is comprised of five phases, as used in group decision making, as follows:

- Phase 1. The Incident: An incident is introduced. It calls for a decision. It is a sketchy statement containing little factual information. Immediately the group goes into a fact-finding or investigating session.
- Phase 2. Fact Finding: The process of fact finding is the determination of what happened, when, where, how, why and who was there. The leader has the answers to questions partly from his "Manual" with which he must be familiar. He also had partly prepared attachments or hand-outs. These are given out in response to pertinent questions by the group. The facts are accumulated, sorted, discussed and evaluated by the group.
- Phase 3. Determining the Issue: The next step is to determine the real issue or problem which brought about the incident. After the issue and sub-issues have been determined, the group is ready to decide upon a course of action and to make a decision based upon an analysis of the relevant facts.
- Phase 4. Deciding the Issue: Each member of the group now assumes an arbitrator's role, considering the facts, and writes out a decision on what to do about the issue. These are submitted to the leader who then divides the group into sub-groups consistent with their position on the issue. Each sub-group convenes, appoints a spokesman and develops its supporting reasons for its stand.
- Phase 5. Evaluating the Group Decision-Making Procedures: After deliberation the entire group is reconvened and each spokesman presents the supporting reasons for the position taken by his group. A discussion period regarding the supporting evidence presented by the spokesmen is held pointing up any pertinent or overlooked facts. The actual decision made in the case is read by the leader so that each person can compare the group decision with those actually made by the officials involved in the incident.

Mr. Steinberg led the members of the Institute through a typical case in the application of Pigor's Incident Process. It was of interest that the entire group was about equally divided on the decision: 19 to 17.

Summarizers: George F. Gruschow, Robert E. Quilliam

Chairman: Robert Van Order

VII. TRAINING THROUGH MANAGEMENT WORKSHOPS



Albert T. Greateorex, Training Officer, Agricultural Research Service,
USDA, Beltsville, Maryland

Mr. Greateorex attended St. Anslem's College and George Washington University. Employed in private industry from 1950-1951, Mr. Greateorex joined the Department of Commerce in 1951. From 1953-1958 he was employed by the Department of the Navy, until joining the USDA, Agricultural Research Service, in 1958.



William C. Laxton, Director, Personnel Division, Agricultural
Marketing Service, Washington, D.C.

A native of North Carolina, Mr. Laxton attended George Washington University, did graduate work at American University and attended the U.S. Department of Agriculture Graduate School. He served as position classifier in the Office of Personnel; Chief, Division of Classification; and has served as Director of the Personnel Division since 1954. He is an instructor in "Position Classification" in the USDA Graduate School.



Topic: Training Through Management Workshops

Speaker: Woodson W. Fishback

Summary of Talk:

The speaker pointed out that it was the responsibility of each participant to keep conducting TAM workshops in our state or geographical location. He stressed the difference between a workshop and our current institute.

A workshop is an educational term, a training method that involves a number of people with common problems, interests and needs; those who are pursuing problems linked with their particular interests. In the TAM program it concerns mostly middle management groups.

An institute has three main differences from a workshop. They are (1) training of men to give leadership and initiate the organizing and conducting of workshops, (2) usually longer in duration, 2 weeks vs. one week, (3) higher grade level of personnel, workshops usually GS-9 - GS-11 and institutes GS-12 and above.

Items in common between a workshop and an institute are (1) learning process is the same; group participation, discussions, etc., (2) an inter-agency approach.

Characteristics of an effective workshop are:

1. Provides opportunity for cooperative planning (workshop vs. lecture method).
2. Content is focused usually on problems in which group has interest.
3. Participation (interaction) is emphasized on part of all members of workshop.
4. Purposes are aimed at improving skills, attitudes and understanding.
5. Balanced living is emphasized.
6. Evaluation is continuous with reference to individual's progress, group productivity and effectiveness of workshop methods.
7. Resource persons and guest speakers are utilized.
8. Should be a creative experience, not stereotype programming.

The three broad phases of a workshop program are (1) Preplanning, (2) Conducting the workshop, and (3) Follow-up phase.

A discussion session followed where many questions by the group were answered by the speaker. Most pertained with getting up workshops in their home areas. One important point brought out by the speaker was in regard to the issuance of certificates of training to all workshop members. These are Form AD-284 and can be ordered from the Executive Secretary of TAM. Form AD-295 should accompany these. Mr. Betts will sign and return through the Agency.

Summarizers: W. C. Ferrall and James M. Koepper

Selected References on the Workshop Method

- Beckhard, Richard. How to Plan and Conduct Workshops and Conferences. New York: Association Press, 1956.
- Diedrich, Paul B. and Van Til, W. The Workshop. New York: Hinds, Hayden, and Eldridge, Inc., 1945.
- Fishback, Woodson W. Take A Closer Look at Workshops. Washington, D.C. Federal Extension Service, Division of Research and Training, 1958.
- Gibb, J. R., et al. Dynamics of Participative Groups. St. Louis, Missouri: John S. Swift Company, 1950.
- Kelley, Earl C. The Workshop Way of Learning. New York: Harper and Brothers, 1951.

Topic: The Organization and Development of Management Workshops

Because of the limited number of participants from several states at the Amherst Institute, combinations resulted in eight work teams for this assignment. These groups drafted plans for holding State-wide or Regional TAM Workshops.

All eight plans were reviewed by Director W. W. Fishback who selected two for presentation to, and discussion by, all participants.

The selection was based on the following standards:

1. Completeness of outline.
2. Extent to which plan reflected characteristics of an effective workshop.
3. Clarity of plan.
4. Appropriateness of objectives and content.
5. Orderly sequence of planning steps and activities designed to promote the satisfactory completion of the workshop.

While Director Fishback stated that all the plans were well prepared and represented a great deal of time and thought, the two plans which most nearly met all prescribed standards are shown below.

The plans were presented by Donald McArthur for the Upstate New York group and by James M. Koepper for the group representing Kentucky, Ohio and West Virginia.

PROPOSED PLAN FOR A TAM WORKSHOP

Prepared By
Upstate New York Committee

1. Objectives:

The objective of this TAM workshop is to give selected USDA employees (1) a higher degree of management skills and (2) a broader understanding of all USDA functions.

2. Program elements:

1. Explain USDA functions
2. Communications
3. Fundamentals of management
4. Professional stature in public service
5. Evaluation of employees
6. Program assignments to participants
7. Guest speakers
8. Evaluation of workshop
9. Report of workshop activities.

3. Methods of presentation:

1. Speakers
2. Panels
3. Work groups
4. Group discussion
5. Visual aids
6. Work tests

4. Location and time:

East Aurora, New York; Roycroft Inn; third week in March, 1960.

5. Cost:

Pre-conference, conference, post-conference: Estimate \$20/man.

6. Publics to be reached:

1. Heads of agencies
2. Conferees
3. Speakers
4. Housing and facilities
5. Press
6. Photography
7. Executive Secretary of TAM Work Group.

7. Planning organization:

- A. Planning Committee to consist of TAM graduates located in Upstate New York.

Harold Nichols - Coordinator
Donald McArthur
Clarence Finch
Robert Van Order

- B. Steering Committee to consist of the Planning Committee and one representative of the Cooperative Extension Service and one representative from the Agricultural Marketing Service to be designated by the respective agency head.

- C. Each sub-committee to be organized so that a member of the Planning Committee will be the chairman of the sub-committees, as follows:

Program	- R. A. Van Order
Arrangement and Registration	- Harold Nichols
Reports and Evaluation	- Donald McArthur
Hospitality and Public Relations	- Clarence Finch

8. Time table for planning:

Last week of September - 1st meeting of the Planning Committee to be held at the ASC State Office in Syracuse, New York. At this meeting we will complete the following:

1. Review this outline.
2. Formulate Steering Committee.
3. Notify agencies of plans.
4. Plan follow-up meeting.

2nd week of October - Meeting of Steering Committee to:

1. Review this outline.
2. Allocate the 25 participants to agencies.
3. Allocate committees by agencies.
4. Formulate agenda.
5. Select speakers.

3rd week of November - Meeting of Planning Committee to:

1. Assign participants to committees.
2. Review and outline committee assignments.
3. Notify participants and agencies of acceptance and pre-workshop assignments.
4. Prepare and schedule follow-up letters to participants.

Last week of February - Meeting of Steering Committee to:

1. Finalize plans.

3rd week of March - Workshop

1st week of August, 1960 - Post-workshop follow-up.

TAM WORKSHOP PLAN (TENTATIVE)

Kentucky - Ohio - West Virginia Group

Arthur J. Nastre, CSS
Clarence Hott, CSS
High James, FHA
Harvey D. Bradley, SCS
James M. Koepper, AMS

I. BOUNDARIES OF WORKSHOP AREA - Kentucky, Ohio and West Virginia

II. EXTENT OF PARTICIPATION

- A. All possible USDA agencies within the Workshop area.
- B. Number of participants - not to exceed 25.
- C. Range of grades - middle grade management.

III. LENGTH OF WORKSHOP - One week

IV. SUBJECTS TO BE COVERED

- A. Getting acquainted with each other and the work of our agencies.
- B. Broader understanding of USDA (emphasizing integration of functions).
- C. Leadership development.
- D. Fundamentals of management.
- E. Promoting professional stature in public service.
- F. Communications in relation to management.
- G. Decision-making.
- H. Human relations in management.
- I. Creativity in management.
- J. USDA and the public.

V. DETERMINE STATEMENTS OF OBJECTIVES AND BENEFITS

- A. Train USDA managers in management skills.
- B. Improve their knowledge of sound management practices.
- C. Provide broader understanding of USDA (total concept of the Department).

VI. CONTACT AGENCY HEADS

- A. Personal calls.
- B. Conferences.
- C. Memoranda.

VII. AVAILABLE SPEAKERS - SOURCES

- A. USDA - headquarters and field offices.
- B. Other Governmental agencies.
- C. Industry.
- D. Universities and colleges.
- E. Professional organizations.
- F. Civic organizations.

VIII. ESTABLISH LOCAL COORDINATING COMMITTEE

To plan, organize, initiate and conduct the workshop.

IX. SELECT WORKSHOP LEADER(S)

- A. Responsibilities

X. LOCATION - Lexington, Kentucky area

- A. Facilities.
- B. Space.
- C. Other Factors.

XI. LOCAL TAM WORKSHOP MANAGER

- A. Responsibilities.

XII. SPECIAL CONTACTS

- A. Notification of readiness and firm plans to TAM Work-Group.
- B. Appropriate feed-back of information to agencies.
- C. Financial arrangements.
- D. Notifying selected nominees.

XIII. ESTABLISH FIRM TIMETABLE OF ACTIONS

- A. Steering committee actions.
- B. Local Manager actions.
- C. Participant actions.
- D. Other required actions.

XIV. DETAILED INFORMATION TO PARTICIPANTS

- A. Workshop requirements.
- B. Questionnaire.
- C. Committee assignments.
- D. Administrative items (travel, dates).
- E. Agenda.
- F. List of participants.
- G. Other.

XV. CONDUCT THE WORKSHOP

- A. Introductions.
- B. Assignments.
- C. Lectures.
- D. Films.
- E. Work Groups.
- F. Discussions.
- G. Presiders.
- H. Summarizers.

XVI. LOCAL ARRANGEMENTS

- A. Publication of proceedings.
- B. Photographs.
- C. Identification tags.
- D. Other.

XVII. EVALUATE THE WORKSHOP

XVIII. FOLLOW-UP ON THE WORKSHOP

Summary of Discussion:

The two plans were discussed by all participants. Major points considered were:

1. Importance of careful pre-planning.
2. A complete organization outline.
3. Plans for balanced living during workshop.
4. Suitable physical facilities.
5. Time for study, recreation and inspirational activities.
6. Number of participants.
7. Materials and services available to State planning groups through the Office of Personnel, USDA, in Washington.
8. Recording the results of training on personnel records.
9. Evaluation at end of workshop and later follow-up activities.

Summary:

All participants felt that the foregoing presentations and discussions would be of great assistance to them in carrying out their responsibilities for the organization and development of TAM Workshops.

Discussion Leader: George Brownell

Summarizers: Harold O. Nichols, Edward J. Wilson

VIII. WORCESTER COUNTY FARMERS' FIELD DAY

This trip was made to observe a successful cooperative effort of the Worcester County farmers in an educational program in material handling and demonstrations of current farm practices, as well as exhibits of farm machinery and materials utilized for such practices.

The purpose of the field day is a demonstration of proper farm organization through arrangement of buildings and the use of equipment to provide economical and efficient operation.

The trip was made by groups in private cars in order that each group could visit the exhibits and observe the demonstrations as desired.

The field day this year was held at the Cleighton Farm, Rutland, Massachusetts, with Howard and Sumner Jordan as hosts. Some of the very interesting exhibits visited and demonstrations observed were:

(1) A model commercial rabbitry. The exhibit was set up to help the inexperienced rabbit growers to take better care of their animals through proper housing and feeding practices. As a part of the exhibit the Worcester County Rabbit Breeders Association served a rabbit barbecue and offered for sale many toys and notions made of rabbit fur.

(2) An exhibit of poultry house automation through which the area poultrymen had a first-hand opportunity to study the reasons for economics and mechanics of poultry house automation.

(3) The demonstration of electric tools by students of the Wachusett Regional High School Vocational Agricultural Department. This exhibit, in addition to a completely electrified plastic greenhouse, included many demonstrations and ideas which, if properly utilized, will save time, money and backaches.

(4) A remote control log skidding machine for use of farmers who are also woodlot operators with a moderate to large volume operation. We were informed that the use of the machine saves labor by eliminating one man and adds safety to skidding logs out of the woods to the mill.

(5) A show of Guernsey cattle. The judging of cattle raised by 4-H Club members has always been a feature of these field days.

(6) The 4-H Club Exhibit tent in which were demonstrated some of the projects in which the younger people have been working during the year. The exhibits included some of the things that they have learned in frozen foods, clothing, crafts, science and home improvement. Some members were making and baking foods which were sampled by the visitors.

(7) The demonstration of forage harvesting, plowing, land preparation for seeding and the bulk handling of lime and fertilizer by use of the most modern equipment was one of the highlights of the field day. Most of the well known manufacturers displayed equipment used in these demonstrations.

The members of the TAM Institute were pleased that we had the opportunity to observe this field day and while we may forget some of the tile drainage and land clearing practices we observed, we shall never forget the Chicken Barbeque, in which we all participated. We are of the opinion that this trip added to our overall broader understanding of the USDA because we had the opportunity to see first hand the work of many agencies in practical farming.

Summarizers: William J. Jones, M. T. Ekovich

IX. EVALUATING THE INSTITUTE

Topic: Evaluating the Institute and Making Recommendations for Future Institutes

Speaker: William C. Laxton, Director, Personnel Division,
Agricultural Marketing Service, USDA, Washington, D.C.

Summary of Talk:

Evaluation of Amherst TAM Institute:

In terms of the stated aims and objectives of TAM the Institute at Amherst was a success.

The consensus of the group and of the Evaluation Committee was that the agenda was well balanced in terms of subject matter, the division between speakers from outside of government and from the Department and between the "practical" and the "theoretical." The interest and morale of the group was maintained at a high level throughout the Institute. The informal and friendly atmosphere contributed greatly to the success of the Institute.

We feel that the material presented by the resource people and the participation of all individuals in the Institute has certainly increased our understanding of management concepts and techniques. This is one of the objectives of TAM.

A fuller understanding of the history, organization and functions of the Department is an objective of TAM. This objective was attained in large measure. Discussion by the participants and by the panel was excellent. Individual discussions and informal "bull-sessions" were a valuable supplement to the formal presentations.

A third objective of TAM is the training of participants to plan, organize and conduct local workshops. We feel this objective was adequately met. There was some feeling that more attention should be given this matter. However, we feel that one full session, plus a presentation of two state plans for workshops and a critique of these plans is sufficient.

Recommendations for Future Institutes:

1. Avoid duplication between participants and panel of Department officials in discussing the organization and functions of the Department. It is suggested that participants tell about themselves and their jobs and let the panel cover the organization and functions.

2. Do not try to have the report of the Institute ready for distribution on the last day. This places an unfair burden on the summarizers and the local manager. Set a deadline of 10-12 days after the close of the Institute for completion and mailing of the report.
3. Re-examine the length of the Institute. There was considerable expression that one week would be sufficient.
4. Avoid June, July and August as Institute months. In addition to weather hazards this is the busy season for many Department agencies; also, it is traditional vacation time.
5. There was considerable feeling among the Amherst participants that more time for group discussion should be allowed. This is a point for leaders of future TAM's to consider.

Summary of Discussion:

This was the final session of the Institute. Material for the written TAM report had to be edited and prepared even before this session took place. In order to secure a cross section of the group thinking on this session, Mr. Laxton provided each conferee with a set of questions. The answers to these questions were summarized as follows:

Question: Was the material presented in the sessions what you expected from your advance copy of the agenda?

Answer: Yes, from the great majority of the group.

Question: Should we have more lectures? more films? more discussion groups?

Answer: From 29 questionnaires the following answers were received: more lectures - 2; more films - 3; more discussions - 8; more discussions and more films - 7; more lectures and films - 1; good balance in present program - 3.

Question: Should we use more speakers from outside the government or use more departmental officials for speakers?

Answer: Nineteen thought that balance of speakers was about right, 6 favored a few more outside speakers, 2 favored more departmental speakers, and 2 favored seeking quality in speakers regardless of source.

Question: Has the material presented been practical? Theoretical?
Over our heads?

Answer: Thirteen people considered the material largely practical, 6 considered it largely theoretical, and 10 considered it both theoretical and practical. A few individuals felt that some of the material was over our heads.

Question: Have you received training that will be of immediate value on your present job? List 3 or 4 such items.

Answer: Variable by individuals; however, general consensus was that communications, decision making, personnel handling, problem solving, and training procedures would be improved.

Question: TAM should have stimulated our desires for further self-development. What are your plans in this regard? How can the Department Personnel Office or your own agency help in this effort?

Answer: Conferees were in almost 100 percent agreement that they would increase their reading and studying time and broaden their knowledge. A majority thought that the Department and the Agencies should furnish more desirable materials for self training.

Discussion Leader: Chester J. Tyson, Jr.

Summarizers: H. M. Seeley, M. J. Kassube

Topic: Evaluating our Accomplishments

Speaker: Albert T. Greateorex

Summary of Talk:

Evaluation was defined as "to ascertain the value or amount of; to appraise."

Our objective therefore is to ascertain the value of the training we have received to date in the TAM Institute.

To gain knowledge in conducting future institutes the members were divided into three groups and each group discussed one of the following questions:

Questions and Results of Group Work

1. Why were you sent to attend this TAM Institute?
 - a. We were sent here because of the faith our agency heads had in our potential abilities to absorb and utilize the training and to become a leader in the extension of improved management in USDA.
2. What were the administrative management training needs you hoped would be covered in this TAM Institute?
 - a. A hope to learn ideas to be able to improve management otherwise than motivation caused by material gain.
 - b. Learn to maintain morale during a reorganization period or where no further advancement is possible.
 - c. How to improve public relations and communication.
 - d. How to handle an autocratic employee and also a better means to evaluate him.
 - e. How to conduct future workshops.
3. How effective has the TAM Institute been to date in meeting your training needs?
 - a. The work on communications has partially met our training needs.
 - b. The management techniques that have been brought out are excellent, but do we have the authority to use them on our return to our agencies?

- c. We would have liked more specific instruction on how to handle problem rather than so much theory.
- d. The presentation on USDA broadened our knowledge of the Department's activities.

Summarizers: Arthur R. Thiele, Donald M. McArthur

X. COMMITTEE REPORTS

Topic: Visual Aids Committee Report

Visual Aids used at the TAM Institute at Amherst, Massachusetts, included a variety of presentation forms ranging from such devices as mimeographed and printed hand-out materials, the use of blackboards, flannel boards, slide projection, overhead projection, to sound moving picture projection. These aids were used mainly in two ways, to complement the speakers in making their presentation and to supplement the speakers' general coverage of their assigned subjects.

The following moving picture films were shown and discussed with favorable comment from the group.

"The Eye of the Beholder" - This film clearly illustrated that through the eyes of different individuals we see different things.

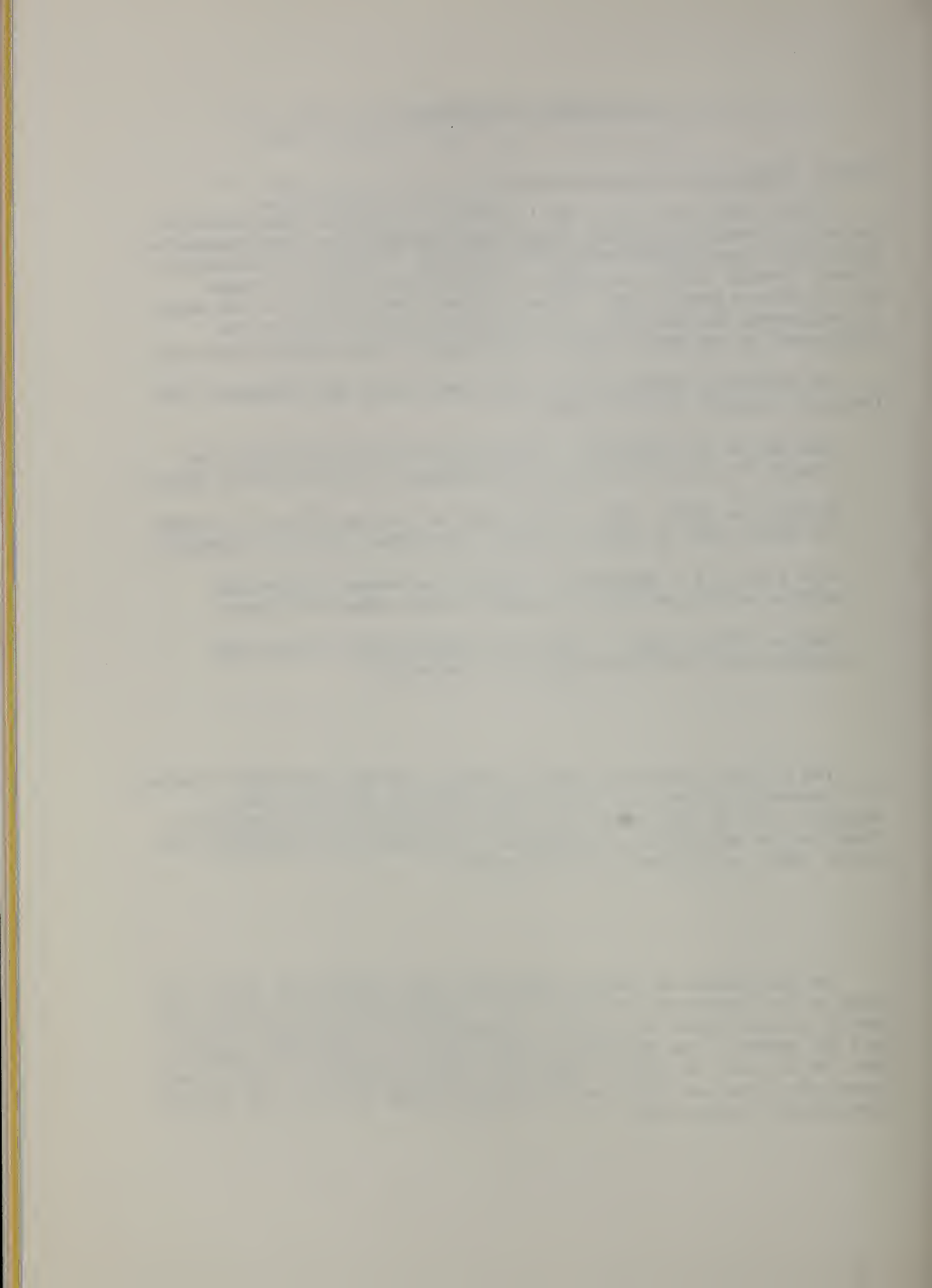
"Production 5118" - This film points up the fact that if we apply the Golden Rule in communications, the signal will come through.

"All I Need is a Conference" - This film showed fundamental problem solving and how to conduct a work group conference.

"Twelve O'Clock High" - This was a full-length feature film dealing with the various types of leadership.

The Advisory Committee worked closely with the Institute Director. Its responsibilities are to help the Institute Director plan, organize, modify and conduct the daily activities of the Institute. They handled publicity, photographs, arrangements for speakers, and other tasks as assigned by the Director.

The Recreation and Social Committee began functioning almost as soon as the Institute got under way. Arrangements were made for the group to participate during the evening hours in swimming, dancing and the movies. The highlight of the Institute--socially, that is--was the cook-out on Sunday, August 2, at Mount Holyoke. The day was crisp and clear and the view from Mount Holyoke grandly took in the Connecticut Valley below.



FUNCTIONS AND SERVICES OF THE USDA LIBRARY

The Library is one of six staff offices of the Department of Agriculture. It is a service agency, designed to assist all of the agencies of the Department in library and bibliographic work. It is not a new agency and certainly not a temporary one. Although the present Library started with the establishment of the Department in 1862, the book and journal collection of the Agricultural Division of the Patent Office, which had been created in 1839, was transferred to the Department of Agriculture. These 1,000 volumes became the nucleus of the new Library. On May 15, 1962 the Library will be celebrating its one-hundredth birthday. The original 1,000 volumes will have grown to 1,150,000 volumes in that span of 100 years.

The Library, from the beginning, has been designed as a service bureau to and in all branches of the Department's work. It lends published materials and furnishes reference, bibliographic and other assistance, particularly to the research workers in the Department. As an aid to research in soils, fertilizers, plant industry, paper products, food technology, the Library has built up one of the world's most complete collections in chemistry. It has most botanical works of prime importance and some rare items. A roster of other subjects in which books are collected includes zoology, agricultural bacteriology, veterinary medicine, forestry, plant pathology, livestock, poultry, rural economics and agriculture. A large portion of the incoming publications are in foreign languages--ranging from French, German, Scandinavian and Russian to Chinese, Arabic and Malayan.

THE HISTORY OF THE
CITY OF BOSTON

From its first settlement in 1630 to the present time. By
JOSEPH NEALE, Esq. of the Middle Temple, Barrister at Law.
Vol. I. BOSTON: Printed and Sold by S. KNEELAND, at the
Sign of the Anchor, in the Town. 1780.

THE HISTORY OF THE CITY OF BOSTON, from its first settlement in 1630 to the present time. By JOSEPH NEALE, Esq. of the Middle Temple, Barrister at Law. Vol. I. BOSTON: Printed and Sold by S. KNEELAND, at the Sign of the Anchor, in the Town. 1780.

BOOKS ON LEADERSHIP DEVELOPMENT
AT
AMHERST TAM INSTITUTE, JULY 27 - AUGUST 7, 1959

The titles listed below represent currently available books which cover a wide variety of subjects in the field of administrative management. While the books were not individually evaluated by the Library Committee at the Institute, it was felt that the bibliography itself would be valuable to managerial personnel as source references. Several of these are available through the Department Library.

American Assembly	The Federal Government Service; Its Character, Prestige and Problems	1954
Barnard, C. I.	The Functions of the Executive, Harvard University Press	1954
Bernstein, M. H.	The Job of the Federal Executive. Washington, Brookings Institute	1958
Brink, V. Z.	Internal Auditing. Revised and Re-written by J. A. Cashin, 2nd Ed. New York, Ronald Press	1958
Cantor, Nathaniel	Dynamics of Learning, Foster & Stewart	1946
Cartwright, Dorwin	Group Dynamics; Research and Theory. Row	1953
Halsey, G. D.	Supervising People. New York, Harper	1953
Drucker, Peter F.	America's Next Twenty Years. Harper	1957
Hoslett, S. D.	Human Factors in Management. Rev. ed.	1951
Drucker, Peter F.	The Practice of Management. Harper	1954
Haire, Mason	Psychology in Management. New York, McGraw-Hill	1951
	2nd Ed. McGraw	1956
Leavitt, Harold J.	Managerial Psychology. Chicago, University of Chicago Press	1958
Lateiner, Alfred R.	The Techniques of Supervision. Nat. Foreman	1954
Macy	Growth and Development of Executives. Cambridge, Harvard Univ. Press	1950

Osborn, A. F.	Applied Imagination; Principles and Procedures of Creative Thinking. Rev. ed., New York, Scribner	1957
Pfiffner, J. M.	The Supervision of Personnel; Human Relations in the Management of Men. 2nd Ed., New York, Prentice-Hall	1958
Pigors, P.	Personnel Administration, a Point of View and a Method. 3rd Ed.	1956
Redfield, C. E.	Communication in Management: the Theory and Practice of Administrative Communication. Rev. ed., Chicago, University of Chicago Press	1958
Roethlisberger, F. L.	Management and Morale. Cambridge, Harvard University Press	1953
Schell, E. H.	Technique of Executive Control. 8th Ed., N.Y., McGraw-Hill	1957
Selznick, F.	Leadership in Administration: A Sociological Interpretation. Evanston, Ill., Row, Peterson	1957
Simon, H. A.	Administrative Behavior; a Study of the Decision Making Processes in Administrative Organization. 2nd Ed., New York, Macmillan	1957
Summer, Chas. E. Jr.	Factors in Effective Administration. N.Y., Columbia Univ. Press (not identi.)	1956
U.S. Bureau of the Budget	Improvement of Financial Management in the Federal Government.	1956
U.S. Civil Service Commission	Evaluating Your Personnel Management.	1954
U.S. Civil Service Commission	Community Relations: A Guide for Federal Agencies. (Personnel Management Series 12)	
U.S. Department of the Air Force	The Management Process (Air Force Manual 25-1)	1954
Urwick, Lyndall F.	The Pattern of Management. Minneapolis, University of Minnesota Press	1956
Chapman and Others	Toward the Liberally Educated Executive.	1959

LETTERS

General Services Admin. Plain Letters

U.S.D.A. Guide-posts for Supervisors

ADDITIONAL SUGGESTED READING

Appley, Lawrence A.	Management in Action. Amer. Man. Assoc.	1956
Argyris, Chris	Personality and Organization: The Conflict Between System and the Individual. New York, Harper	1957
Beckhard, Richard	How to Plan Workshops and Conferences Associated Press, N. Y.	1956
Black, James M.	How to Grow in Management. Prentice-Hall	1957
Black, James W. and W. E. Moore	Speech, Code, Meaning and Communication. McGraw-Hill	1955
Blakeley, Robert	Adult Education in a Free Society. Guardian, Bird, Publishers. Toronto, Canada	1959
Bursk, E. C., ed.	Human Relations for Management: the Newer Perspective. New York, Harper	1956
Columbia Univ. Press	What Makes an Executive? Report of a Round Table.	1955
Dimock, Marshall E.	Administrative Vitality. Harpers	1959
Doohar, J. J., ed.	Effective Communications on the Job. Amer. Man. Assoc.	1956
Doohar, J. J., ed.	Selection of Management Personnel. New York, Amer. Man. Assoc., 2 v.	1957
Douglass, P.	Communications through Reports. Englewood Cliffs, N.J., Prentice Hall	1957
Jones, Manley H.	Executive Decision Making. Homewood, Ill., Irwin	1957
Hall, H. S.	Improving the Effectiveness of Management. U. of Illinois Bulletin v. 50 no. 10.	1950
Ingram, K. C.	Talk That Gets Results. Harper & Bros., New York	1957

McFarland, Dalton E.	Management Principles and Practices. New York, Macmillan	1958
Miller, Raymond W.	Can Capitalism Compete? Ronald Press Co.	1959
Newman, Wm. H.	Administrative Action; the Technique of Organization and Management	1955
Nichols, Ralph G.	Are You Listening? McGraw-Hill	1957
Shartle, C. L.	Executive Performance and Leadership Englewood Cliffs, N.J., Prentice-Hall	1956
Shurter, Robert L.	Written Communication in Business. McGraw-Hill	1957
Thelen, Herbert A.	Dynamics of Groups at Work. Univ. of Chicago Press, 1950	1950
Stanford University	Management for Tomorrow (not Ident.)	1958
Thompssen, Wayne N.	Fundamentals of Communication. McGraw-Hill, N. Y.	1956
Uris, Auren	The Efficient Executive. McGraw-Hill	1957
Uris, Auren	Working with People. Macmillan Co.	1949
Utterback, Wm. E.	Committees & Conferences - How to Lead Them. Reinhart & Co., N.Y.	1950

PAMPHLETS

Carnegie, Dale	Check List for Supervisors	1952
Davis, D. R.	Problem Solving for the Executive	1954
Martindell, J.	What is an Executive? Athens, U. of Geo. (Bureau of Business Research)	1952
Nation's Business	How to Simplify a Problem	June 1957
Nation's Business	How to Say What You Mean	May 1957
Nation's Business	You Can Cancel Most Meetings	Nov. 1957
	Problems of Modern Business Management. Athens, U. of Geo. (Bureau of Busi. Research)	1957
Georgia Business	Applied Imagination and Creative Thinking. James E. Gates	Sept. 1957

XI. ACKNOWLEDGMENTS

We, the participants at the Amherst TAM Institute, are deeply appreciative for having been selected by our agencies to attend this Institute. An undertaking of this type involves detailed planning by many people. We wish to express our thanks to each and every one who assisted in making the Amherst TAM Institute a success.

Specifically, we extend our thanks to the following:

Mr. Woodson W. Fishback, Executive Secretary of the TAM Work Group and Director of the Amherst TAM Institute for his guidance and direction.

Mr. Leslie C. Kimball, State Administrative Officer, Massachusetts ASC State Office, who in his role as local manager gave untiringly of his time and efforts on behalf of the participants at the Institute.

Mr. Gilbert E. Mottla, Head, Department of Agricultural Communications, University of Massachusetts, for his efforts in assisting the Editorial Committee assemble and publish this report of the Amherst Institute.

Mrs. Elsie M. Newton, Amherst, Massachusetts, for her stenographic assistance in preparing preliminary copy of material for this report.

Miss Rose Plichta, Mrs. Doris Holden and Mrs. Eleanor Starzyk of the Massachusetts ASC State Office for their help in preparing the final copy of all pages of this report.

Mr. Robert Bleber, Jr., who gave so generously of his time and efforts in providing transportation for participants and guest speakers.

Mr. Harold Durgin, Conference Coordinator, University of Massachusetts, for his splendid cooperation in arranging for and making available to the Institute the many fine facilities of the University.

Mr. George H. Axinn, Chairman of the Amherst TAM Institute Editorial Committee and his associates on the Editorial Committee, for the many long hours spent in composing, editing and assembling the material for this report.

We are especially appreciative for the efforts of the many fine speakers on our program who so expertly shared with us their knowledge and experience.

George J. Brownell, CSS, ASC

UNITED STATES DEPARTMENT OF AGRICULTURE
Agency Participants in
TAM (Training in Administrative Management) LEADERSHIP INSTITUTE
University of Massachusetts, Amherst, Massachusetts
July 26-August 6, 1959

<u>AGENCY</u>	<u>NAME AND POSITION</u>	<u>ADDRESS</u>
ASC	<u>Leslie C. Kimball</u> State Administrative Officer <u>Local Manager of the Institute</u>	ASC State Office, CSS, USDA 6 Main Street, Amherst, Mass.
- - - - -		
<u>DISTRICT OF COLUMBIA</u>		
OGC	<u>Robert C. Ziepolt</u> Budget & Fiscal Officer	Office of the General Counsel, USDA Washington 25, D. C.
<u>ILLINOIS</u>		
CSS	<u>George J. Brownell</u> Administrative Officer	Commodity Stabilization Service USDA, Room 232 USPO & Court House Springfield, Illinois
SCS	<u>Martin T. Ekovich</u> Asst. State Conservationist	Soil Conservation Service, USDA 605 South Neil Street Champaign, Illinois
ARS	<u>E. J. Wilson</u> Veterinarian in Charge Animal Disease Erad. Div.	Agricultural Research Service, USDA 601 South Sixth Street Knights of Columbus Building Springfield, Illinois
FCIC	<u>Mervin J. Kassube</u> Area Director	Federal Crop Insurance Corp., USDA Room 213, USPO & Court House Springfield, Illinois
ARS	<u>Arthur R. Thiele</u> Inspector in Charge Meat Inspection Division	Agricultural Research Service, USDA 211 Stock Yards Station 4101 South Halsted Street Chicago 9, Illinois
<u>INDIANA</u>		
ARS	<u>Wiley W. Bird</u> Asst. Vet. in Charge Animal Disease Erad. Div.	Agricultural Research Service, USDA 418 Park Building, 611 Park Avenue Indianapolis 4, Indiana
ARS	<u>Harold L. Geick</u> Inspector in Charge Meat Inspection Division	Agricultural Research Service, USDA 521 Park Building, 611 N. Park Ave. Indianapolis 4, Indiana

<u>AGENCY</u>	<u>NAME AND POSITION</u>	<u>ADDRESS</u>
<u>INDIANA (cont'd)</u>		
SCS	<u>Robert E. Quilliam</u> Area Conservationist	Soil Conservation Service, USDA Liberty Building, N.E. Court St. Paoli, Indiana
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